

275 10TH STREET SUPPORTIVE HOUSING PROJECT

Environmental Impact Report

Planning Department Case No. 2005.0634E

State Clearinghouse No. 2006042067

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Draft EIR Publication Date: September 2, 2006

Draft EIR Public Hearing Date: October 12, 2006

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TO: Distribution List for the 275 10th Street Supportive Housing Project EIR

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 275 10th Street Supportive Housing Project (Case No. 2005.0634E)

This is the Draft of the Environmental Impact Report (EIR) for the 275 10th Street Supportive Housing Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document entitled "Comments and Responses," which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments, along with copies of the letters received and a transcript of the public hearing. The Comments and Responses document may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Comments and Responses document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR, in Adobe Acrobat format on a compact disk (CD), to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy.

Thank you for your interest in this project.

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CHAPTER I

Summary

A. Project Description (p. 8)

The project sponsor, Episcopal Community Services of San Francisco (ECS), a non-profit social service agency dedicated to helping homeless and low-income people move towards self-sufficiency, proposes to develop, in conjunction with its development consultant, the Housing Services Affiliate of the Bernal Heights Neighborhood Center, 134 units of supportive housing (permanent housing with on-site social/vocational services) for formerly homeless and extremely low-income adults and families in the City's South of Market neighborhood. The project would be developed on three contiguous parcels located at 275 10th Street, 1350 Folsom Street and 64 – 72 Dore Street, and would involve demolition of the three existing buildings on the project site and construction of a new five-story, 50-foot-tall building. The project would comply with the requirements of the Service/Light Industrial/Residential Mixed Use (SLR) Use District and the 50-X Height and Bulk District in which it is located.

The proposed project would contain 134 single-room occupancy ("SRO") affordable housing units, one manager's dwelling unit, client supportive services (i.e., medical, counseling, and training services and the like), communal space and a courtyard providing open space for project residents, and 11 off-street parking spaces, along with ground-floor commercial space on the Folsom Street frontage. The project would be located near the northeast corner of 10th and Folsom Streets. The inverted L-shaped site wraps around two existing buildings at the corner.

Project construction is estimated to take about 17 months, with occupancy planned for 2008. Once complete, the project would be operated by ECS, which currently provides, alone or in partnership with other agencies, supportive housing at 11 San Francisco locations.

B. Main Environmental Effects

Land Use, Planning, and Population (p. 20)

The project area is characterized by a mix of uses, with production, distribution, and repair (PDR), residential, and retail uses predominating. The proposed project would change the character of the project site and immediate vicinity, but would not fundamentally alter its existing mix of uses: the neighborhood currently contains both large-scale, supportive and affordable residential development and smaller-scale, mostly older, market-rate residential units. The proposed new building would be taller and more massive than the assemblage of three existing one- and two-story structures on the project site. Also, the proposed

structure would be of a contemporary design, elements of which are intended to relate to the predominately industrial architectural vernacular and visual mix of the larger South of Market neighborhood. Together, the proposed project and the recently built Folsom Dore Supportive Housing project across from the project site would constitute a small concentration of larger-scale, modern residential construction. However, the proposed project would conform to the existing 50-foot height limit, occupy a relatively small portion of the block, and include items of visual interest at the ground floor, particularly on Folsom Street (retail space in the case of the proposed 275 10th Street project; retention of an older brick building façade in the case of the Folsom Dore Supportive Housing project). Therefore, even together, the two buildings would not present a psychological or visual barrier substantial enough to divide the neighborhood or to adversely affect the character of the neighborhood.

The proposed project would not substantially affect existing nearby PDR businesses because physical conflicts (e.g., traffic and loading in Dore Street) would be expected to be relatively minimal, the number of potentially affected businesses would be relatively small, and the immediately adjacent building has its own off-site parking area.

The proposed project would increase the residential population on the project site while decreasing the number of employed persons working at the site, compared to conditions when the most recent business on the site was operating at full production, displacing the remaining 14 employees of the prior PDR user of the project site. Moreover, the types of jobs available on the site would change. However, the loss 14 PDR jobs would not be considered displacement of “a large number of people.” The project would not displace any existing residents. In as much as the proposed project would provide supportive housing for formerly homeless persons, the project would consist of 100 percent affordable housing, and therefore the project would directly reduce, albeit incrementally, the City’s need for affordable housing.

In terms of cumulative impacts, particularly with regard to the supply of land and building space available for PDR uses, the proposed project would directly displace an existing PDR use and would contribute to the anticipated loss of between about 1,300 and 2,600 PDR jobs by 2025, based on Planning Department forecasts. While the approximately 14 PDR jobs to the proposed project would be a small portion of the total, the proposed project would, nevertheless contribute to this change. Moreover, the proposed project, along with other projects, such as the recently completed Folsom Dore Supportive Housing, could combine to indirectly prompt further loss in PDR uses and jobs in the project vicinity, such as by encouraging continued clustering of supportive and affordable housing and social services in the project area. Additionally, the project site was not designated for housing under Option B of the proposed Eastern Neighborhoods rezoning (the baseline for a 2005 study that found the City would have adequate land, but not enough building space, to accommodate future PDR demand), but was instead designated as “Core PDR.” Thus, loss of PDR space on the project block would diminish the supply of land available for PDR uses, compared to that forecast in the 2005 study, and could contribute to a lack of sufficient land and building space to meet the future demand for PDR uses. Continuing decline in building space and land available to PDR businesses would continue what has been an ongoing trend, and could mean that some Eastern Neighborhoods residents with limited education and some immigrants with limited English skills

would lose opportunities for local, higher wage jobs that offer good opportunities for advancement. Some workers would face a longer commute, and residents and businesses that rely on PDR services would experience longer delivery times or higher costs for PDR services, or be forced to find an alternative provider elsewhere. This cumulative impact would be considered significant.

Tenancy of the project's ground-floor commercial space on Folsom Street by a PDR user could partially offset the project's contribution to loss of PDR space, but the approximately 2,500 square feet of commercial space would represent only about one-tenth of the existing PDR space on the site, and therefore, this cumulative impact could not be fully mitigated.

Historical Resources (p.37)

The proposed project would result in demolition of all three buildings on the project site and construction of a five-story (approximately 50-foot-tall) building containing 135 units of housing. Based on historic resource evaluations, none of the project site buildings appear individually eligible for listing in the National Register or California Register. However, each of the three buildings is identified as a contributor to a potential, as-yet undefined South of Market historic district (revolving around post-1906 earthquake and fire reconstruction) due to their relatively high level of physical integrity and contextual contribution to the larger neighborhood, and thus each buildings is considered an historical resource under CEQA. Therefore, the project would result in a significant impact that could not be mitigated to a less-than-significant level. The loss of these three buildings would not, in itself, adversely affect the potential historic district, because the potential historic district would have an incrementally, but not substantially, diminished capacity to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906 Earthquake and Fire. Moreover, none of the buildings are identified as individually eligible for the California Register, as none was determined to be associated with events or persons of sufficient historic significance or to sufficiently embody distinctive characteristics of style, type, or period to warrant individual listing. However, demolition of the three buildings on the project site, combined with other past, present and foreseeable future projects in the South of Market neighborhood would result in the loss of additional contributing resources to a potential SoMa historic district, and this would be considered a cumulative significant impact of the proposed project.

The proposed new building would be two to four stories taller than most nearby buildings. It would of similar height as the three-story brick industrial building 255-265 10th Street, as well as the five-story Folsom Dore Apartments, built across Dore Street in 2004. Overall, the proposed project would depart from Western SoMa's historical development patterns of brick and concrete commercial and light industrial facilities along the main streets and smaller-scale wood-frame residential uses on the alleys. The project would be constructed across 10th Street from St. Joseph's Church at 10th and Howard Streets (listed in the National and California Registers, and a San Francisco Landmark). However, the proposed project would not significantly affect the historic setting of St. Joseph's Church because the sites would be separated by intervening buildings and the width of 10th Street.

Although intended to reflect architectural cues from surrounding industrial buildings, the proposed project would noticeably contrast with the relatively low-rise, smaller-scale, brick and concrete industrial buildings with steel industrial sash windows in the project vicinity. These changes would not likely be of a sufficient magnitude to disqualify the South of Market, or even the smaller Western SoMa neighborhood, from consideration for listing as a historic district, and thus construction of the proposed project would not result in a significant effect on the potential historic district.

C. Areas of Controversy and Issues to be Resolved

The primary issues to be resolved regard the project's contribution to a potential cumulative impact regarding the loss of PDR land in the project vicinity and the eastern portion of San Francisco (see Section III.A, Land Use, Planning, and Population, p. 20), and the proposed demolition of three buildings on the project site that are identified as historical resources under CEQA (see Section III.B, Historical Resources, p. 37).

D. Main Mitigation Measures (p. 66)

Mitigation Measure 1a—HABS-Level Recordation

To partially offset the loss of the project site buildings, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- **Written data:** A brief report documenting the existing conditions and history of the building shall be prepared, focusing on the building's architectural and contextual relationship with the greater Western SoMa neighborhood.
- **Photographs:** Photographs with large-format (4x5-inch) negatives shall be shot of exterior and interior views of all three project site buildings. Historic photos of the buildings, where available, shall be photographically reproduced. All photos shall be printed on archival fiber paper.
- **Drawings:** Existing architectural drawings (elevations and plans) of all three the project site buildings, where available, shall be photographed with large format negatives or photographically reproduced on mylar.

The completed documentation package shall be submitted to local and regional archives, including but not limited to, the San Francisco Public Library History Room, the California Historical Society and the Northwest Information Center at Sonoma State University in Rohnert Park.

Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level. CEQA Guidelines Section 15126.4 states that, "In some circumstances, documentation of an historical resource, by of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur." As such, HABS recordation does not fully

mitigate the loss of historic structures. Although the primary significance of the project site buildings relates to their contextual association with the SoMa neighborhood and not as significant works of architecture, nonetheless, demolition of the project site buildings would result in significant, unavoidable impact on historical resources.

E. Alternatives to the Proposed Project (p. 73)

Alternative A: No Project

This alternative would entail no change to the site, which would remain in its existing condition. Each of the buildings on the project site would be retained. For purposes of analysis, it is assumed that under this alternative that a PDR business may occupy the project site, and that the site would therefore be used for publishing, audio/visual, arts, clothing, transport, food/event, furniture, construction, equipment, vehicle, or other PDR use; alternatively, it is possible that a different use, such as retail, could occupy at least part of the existing buildings. Under this alternative, the building at 275 10th Street would have to be seismically upgraded. Because this alternative is assumed not to include the development of affordable housing on the site, which is the purpose for which the San Francisco Redevelopment Agency purchased the project site from the prior owners, it is assumed that the Agency would offer the site for sale.

Under this alternative, the project impacts that are described in Chapter III and in the Initial Study would not occur. In particular, the three buildings on the project site would not be demolished. This alternative, therefore, would avoid the significant and unmitigable effect on historical resources that would occur with implementation of the proposed project. Depending upon the use(s) that would occupy the site, this alternative also might avoid the significant, unmitigable cumulative land use impact to which the project would contribute, the loss of PDR land. This alternative would result in no construction-related noise or air quality impacts (less than significant with migration included in the proposed project), nor would there be any potential exposure to—or, through mitigation, remediation of potentially contaminated soil, which would be a less-than-significant impact of the proposed project. Archaeological resources would not be affected; this effect would be less than significant, as with the proposed project. None of the less-than-significant transportation impacts of the proposed project would occur, nor would there be less-than-significant changes in views or wind or shadow impacts resulting from the new building that would be developed with the proposed project. To the extent that the existing buildings were to be reoccupied by a PDR use, transportation conditions would likely be comparable to those that prevailed when the most recent PDR tenant fully occupied the buildings. A retail store could generate more traffic and parking demand, but it would be speculative to analyze a particular type of use that might occupy the site in the future.

Alternative B: Preservation Alternative

This alternative would retain the three existing buildings on the project site and renovate each structure for residential use, while also making vertical additions to each building to increase the available floor area. It is assumed that the renovation would be undertaken consistent with the *Secretary of the Interior's*

Standards for the Treatment of Historic Properties, and the buildings would also undergo seismic strengthening. The less efficient space in the existing buildings and the cost of rehabilitation would increase the per-unit cost with fewer units, and thus it may not be feasible to develop supportive housing, as is proposed under the project. Therefore, this alternative examines two options, one that would develop supportive housing, and a second that would develop market-rate housing. This analysis assumes the addition of a second story in the two existing single-story buildings and the placement of two-story additions atop the three buildings, set back 30 feet from 10th and Folsom Streets, and 15 feet from Dore Street to minimize visibility and effects on the historic fabric of the buildings. With the additions, the total floor area would be about 69,000 square feet. Under the supportive housing option, and accommodating office and support space, communal, storage, and mechanical space, and open space and parking, this alternative could accommodate a maximum of about 80 supportive housing units, about 60 percent of the housing proposed with the project. Under the market-rate housing option, assuming units of about 1,000 square feet on average and assuming 7,000 square feet for parking, this alternative could accommodate about 25 dwelling units.

By retaining the three structures on the project site, this alternative would avoid significant and unmitigable effect on historic resources that would occur with implementation of the proposed project, assuming that the rehabilitation is conducted in accordance with the *Secretary's Standards*. This alternative, however, would not avoid the project's contribution to the cumulative significant land use impact resulting from the loss of PDR space. All other impacts of the proposed project were found to be less than significant with mitigation, and other impacts of this alternative would also be less than significant. With a maximum of about 80 supportive housing units or 25 market-rate dwelling units, this alternative would have less severe impacts than the project in terms of traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services. Visual effects would also be less substantial than those of the proposed project, as the existing buildings would be retained and the rooftop additions would be set back 30 feet from the major streets and 15 feet from Dore Street. Effects related to the location of the project site, such as geology, hydrology, and hazards, would be similar to or less substantial than those of the proposed project. Because it would avoid the project's significant impact on historical resources, would be considered the Environmentally Superior Alternative.

Alternative C: Partial Preservation Alternative

This alternative would include complete demolition of two of the three buildings on the project site (1350 Folsom and 64 – 72 Dore), and retention of the 10th Street façade of the third existing building, at 275 10th Street. The supportive housing project would be built as proposed, except that the new building would be set back about 26 feet from 10th Street, to retain the façade of the most prominent and most visually interesting building on the project site and to minimize visual effects on the historic fabric by allowing the 275 10th Street façade to “read” as a historic building. This alternative would require seismic strengthening of the retained 26-foot-deep portion of the 10th Street building. The setback that would be created between the 10th Street façade and the new structure could be used as additional open space, or might be used in part for support services, such as offices. This alternative would allow for development

of about 126 supportive housing units, about eight fewer units than proposed with the project. Other aspects of the project would be developed as proposed. As with Alternative B, the higher per-unit cost due to preservation of the 10th Street façade would, according to the project sponsor, make the project less likely to be financially and programmatically feasible.

As with the project, this alternative would be considered demolition of all three existing structures, because it would retain only a small portion of the 275 10th Street building and would completely demolish the other two buildings on the site. Because it would retain the façade of 275 10th Street, this alternative would reduce, to some degree, but would not avoid, the significant and unmitigable effect on historic resources that would occur with implementation of the proposed project. As with Alternative B, this alternative would not avoid the project's contribution to the cumulative significant land use impact resulting from the loss of PDR space. All other impacts of the proposed project were found to be less than significant with mitigation, and other impacts of this alternative would also be less than significant. With eight fewer units than the proposed project, traffic, air quality, and noise impacts would be similar to those of the project. Visual effects would be incrementally less substantial than those of the project, on the 10th Street facade. Effects related to the location of the project site, such as geology, hydrology, and hazards, would be similar to or less substantial than those of the proposed project.

CHAPTER II

Project Description

A. Site Location and Project Characteristics

Site Location

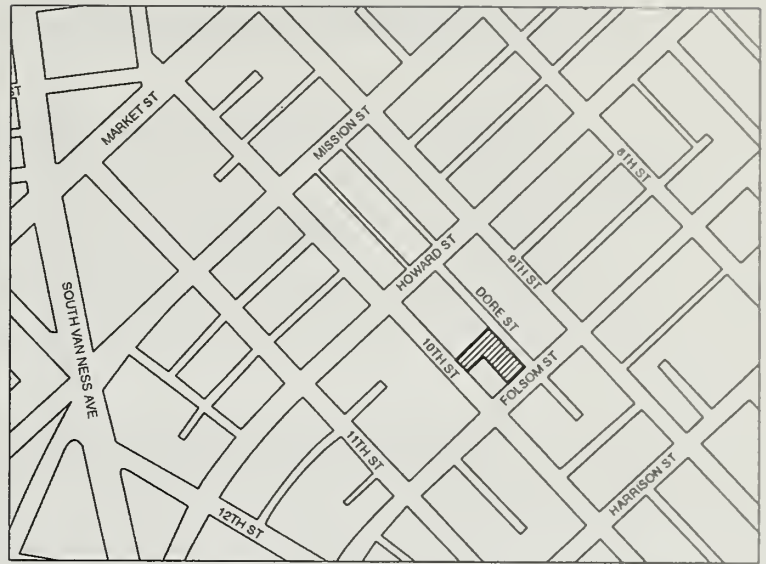
The project site comprises three contiguous parcels located at 275 10th Street, 1350 Folsom Street and 64 – 72 Dore Street in the western portion of San Francisco’s South of Market (SoMa) neighborhood (see Figure 1). The approximately 20,500-square-foot project site is just north and east of the intersection of 10th and Folsom Streets, and is located in the Service/Light Industrial/Residential Mixed Use (SLR) Use District and within a 50-X Height and Bulk District.

Project Characteristics

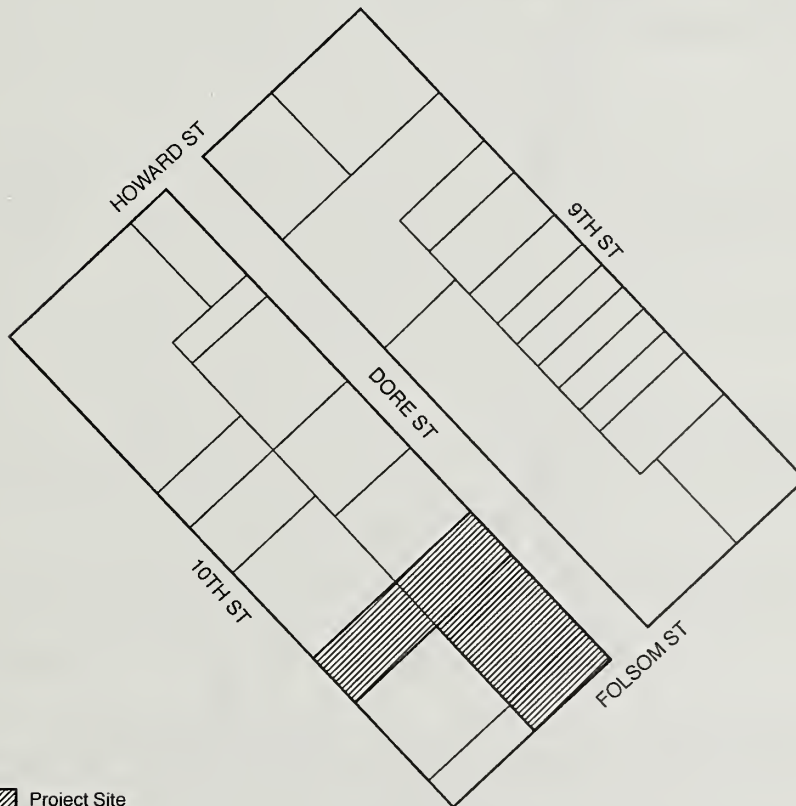
The proposed project would involve the demolition of the three existing light industrial buildings on the project site and the construction of a five-story building containing 134 single-room occupancy (“SRO”) affordable housing units, one manager’s dwelling unit, client supportive services (i.e., medical, counseling, and training services and the like), ground-floor commercial space, and 11 off-street parking spaces.

The inverted L-shaped, 20,500-square-foot (0.47 acre) project site is located on the southern portion of a block bounded by 10th Street to the west, Ninth Street to the east, Howard Street to the north and Folsom Street to the south (Assessor’s Block 3518, Lots 014, 017, and 029) (see Figure 2, p. 10). Dore Street, a 40-foot-wide north-south street, bisects the project block in its center and establishes the project site’s eastern frontage. The project site has 50 feet of frontage along 10th Street, 175 feet of frontage along Dore Street, and 90 feet of frontage along Folsom Street, and wraps around two existing buildings at the northeast corner of 10th and Folsom Streets.

The project site’s existing one- and two-story light industrial buildings provide a total of 27,690 square feet of space, with 15,190 square feet at 1350 Folsom Street; 7,450 square feet at 275 10th Street; and 5,050 square feet at 64 – 72 Dore Street. The 1350 Folsom Street and 64 – 72 Dore Street buildings were constructed in 1922 and the 275 10th Street building was constructed in 1931. These three buildings have been opened throughout the interior, interconnected to form a single production/warehousing space with



▨ Project Site



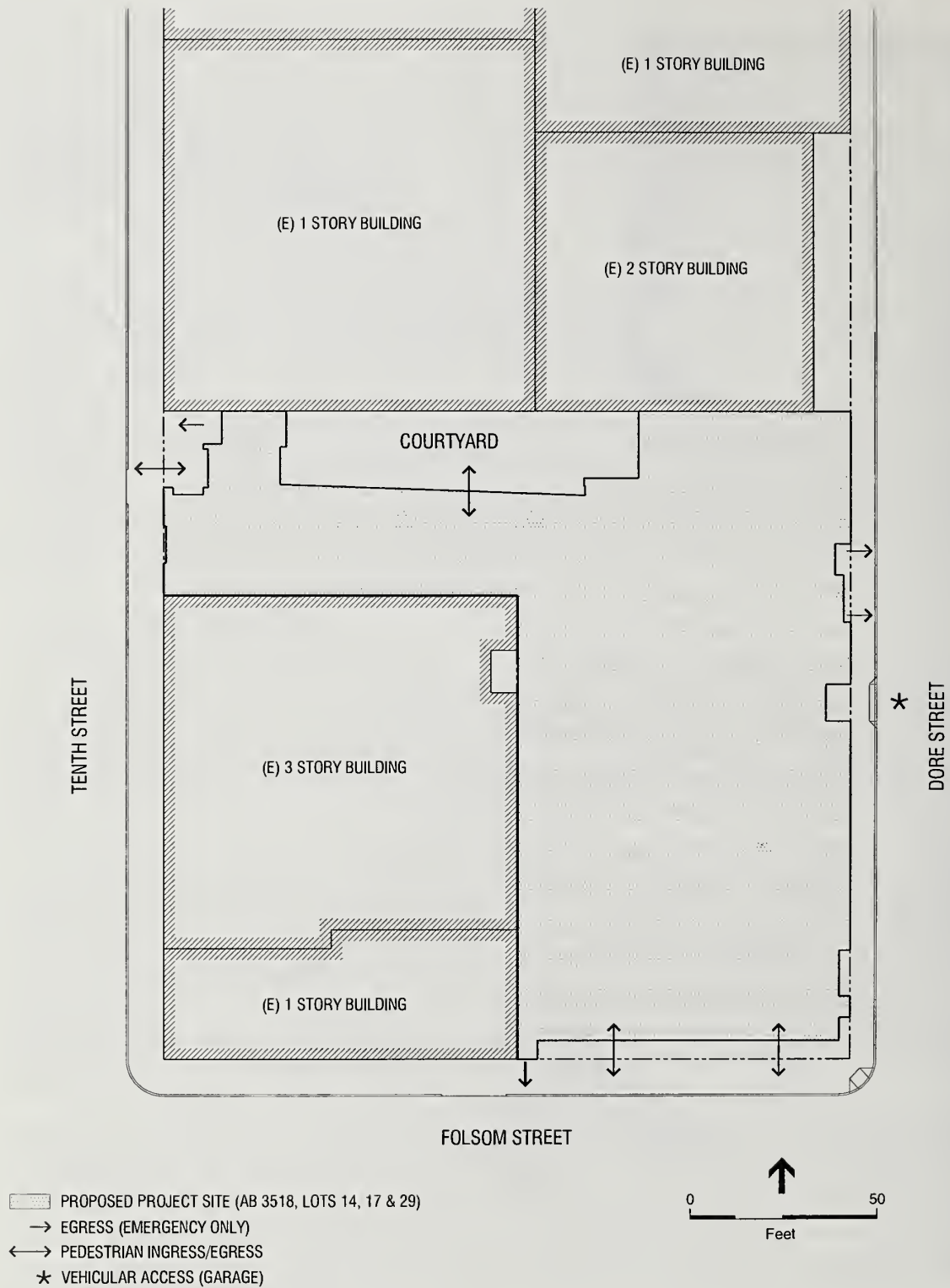
▨ Project Site



SOURCE: ESA

Case No. 2005.0634E: 275 10th Street . 206062

Figure 1
Project Location



SOURCE: Herman and Coliver Architecture, 2005

Case No. 2005.0634E: 275 10th Street . 206062

Figure 2
Site Plan

smaller areas partitioned off for offices, storage areas, and restrooms. No parking has been provided on the project site for its current or prior uses.

The proposed project involves demolition of the three onsite buildings and construction of an 86,690-gross-square-foot mixed-use residential building that would contain about 3,460 gross square feet (gsf) of accessory services/counseling/training and support space, 1,600 gsf of communal space, 5,000 gsf of courtyard open space, 2,510 gsf of commercial/retail space on the ground floor and 63,490 gsf of residential use in 135 dwelling units on floors two through five. The project would also include about 7,320 square feet of space dedicated to storage and mechanical areas and about 3,500 square feet in the garage.

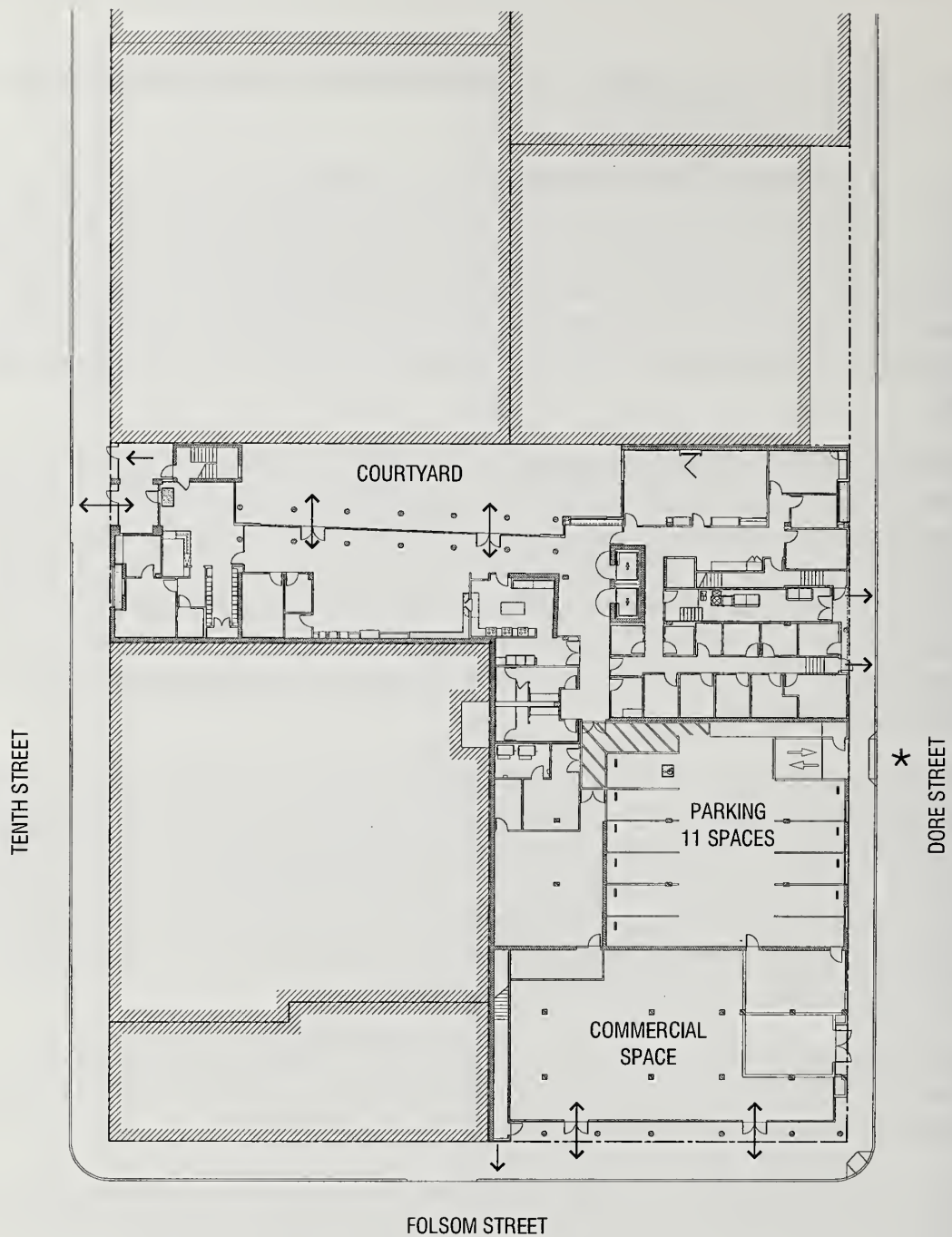
The proposed building would be five stories and 50 feet in height. It would have frontages on 10th, Dore and Folsom Streets, with the pedestrian entrance for the residential portion of the building on 10th Street, the commercial/retail entrance on Folsom Street, and the garage entrance on Dore Street. The building's ground floor would include an entry garden, lobby and courtyard. Accessory office space for property management staff, a community room with kitchen, as well as supportive service offices and clinic space serving building residents would be located on the ground floor. The project would include an at-grade parking garage that would contain a total of 11 off-street parking spaces, consisting of 10 compact spaces and one disabled- accessible space.

The project's residential use would be located on its upper four floors, accessible by two elevators. The project would include a total of 135 units, comprised of 134 very low-income SRO dwelling units for chronically homeless adults. Each dwelling unit would be just under 350 square feet in area and would include a private bathroom and efficiency kitchen. The project would also include one approximately 500-square-foot unit for the resident building manager. The second level would contain 33 units and the third through fifth levels would each contain 34 units. Figures 3 through 6 (pp. 12 – 15) illustrate the proposed project's floor plans, elevations, and building sections.

The proposed project would be supported on a mat foundation, the construction of which would necessitate about 4,600 cubic feet of soil to be excavated from the site. Project construction is estimated to take about 17 months, with occupancy planned for 2008.

Funding for the project would be provided through a public/private partnership including the San Francisco Mayor's Office of Housing. The project is part of San Francisco's 10-year plan to abolish chronic homelessness, which calls for the creation of 3,000 units of new supportive housing.

Once complete, the project would be operated by Episcopal Community Services (ECS), a non-profit social service agency that helps homeless, disabled and very low-income adult women and men, seniors and families move towards increased stability and housing. The proposed project would provide supportive housing, which is permanent housing with on-site social/vocational services for formerly homeless and extremely low-income adults, many of whom have mental or health disabilities, HIV/AIDS,



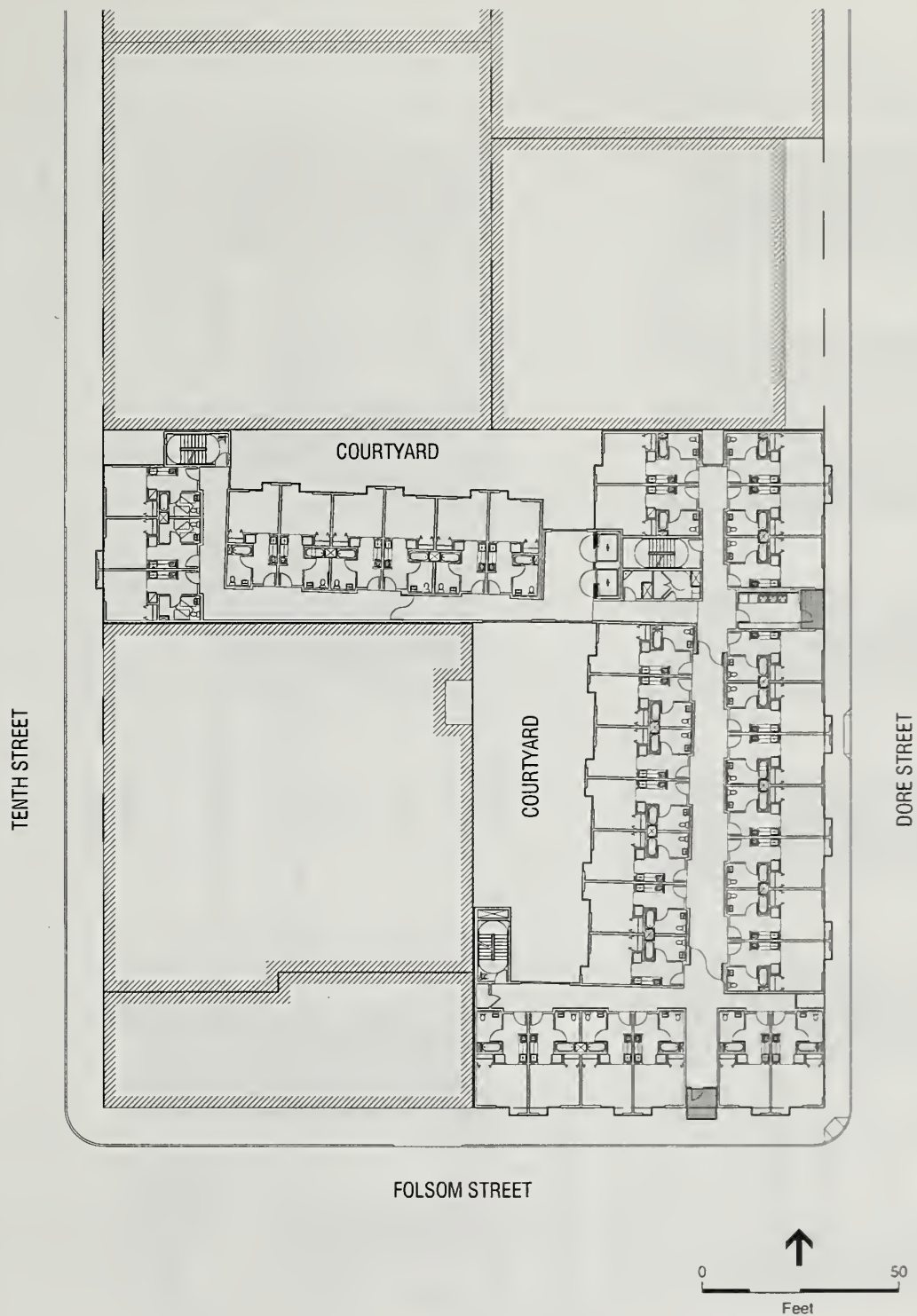
- EGRESS (EMERGENCY ONLY)
- ←→ PEDESTRIAN INGRESS/EGRESS
- ★ VEHICULAR ACCESS
- ▨ ADJACENT LOT



SOURCE: Herman and Coliver Architecture, 2005

Case No. 2005.0634E: 275 10th Street . 206062

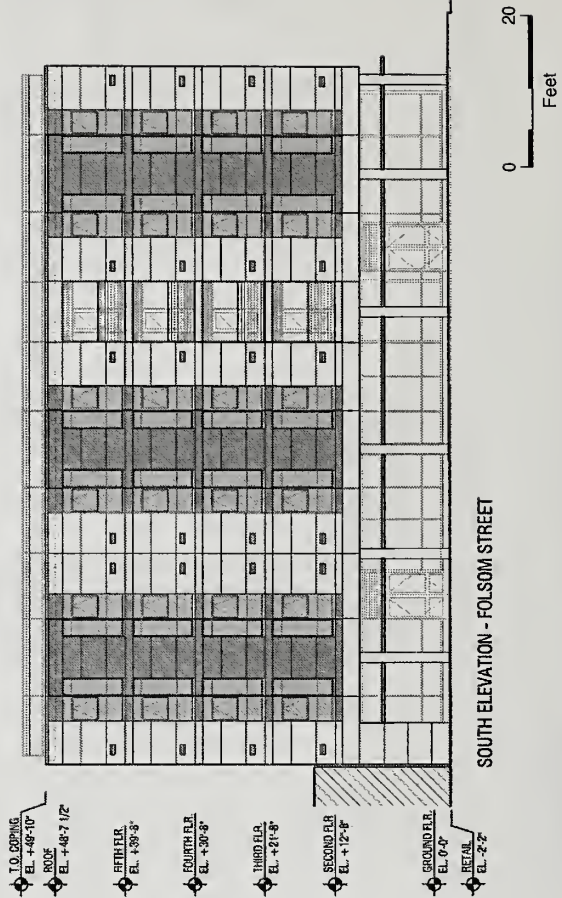
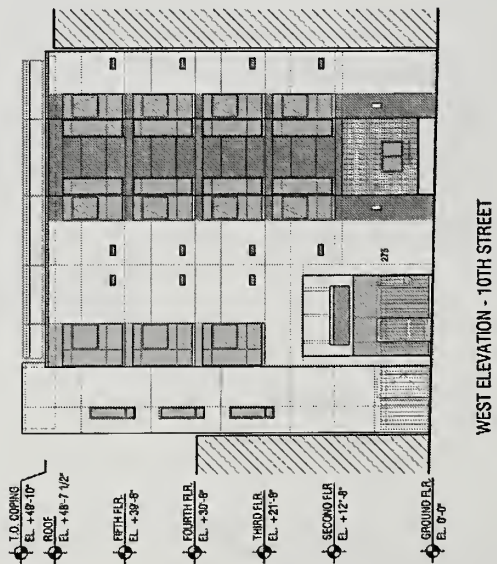
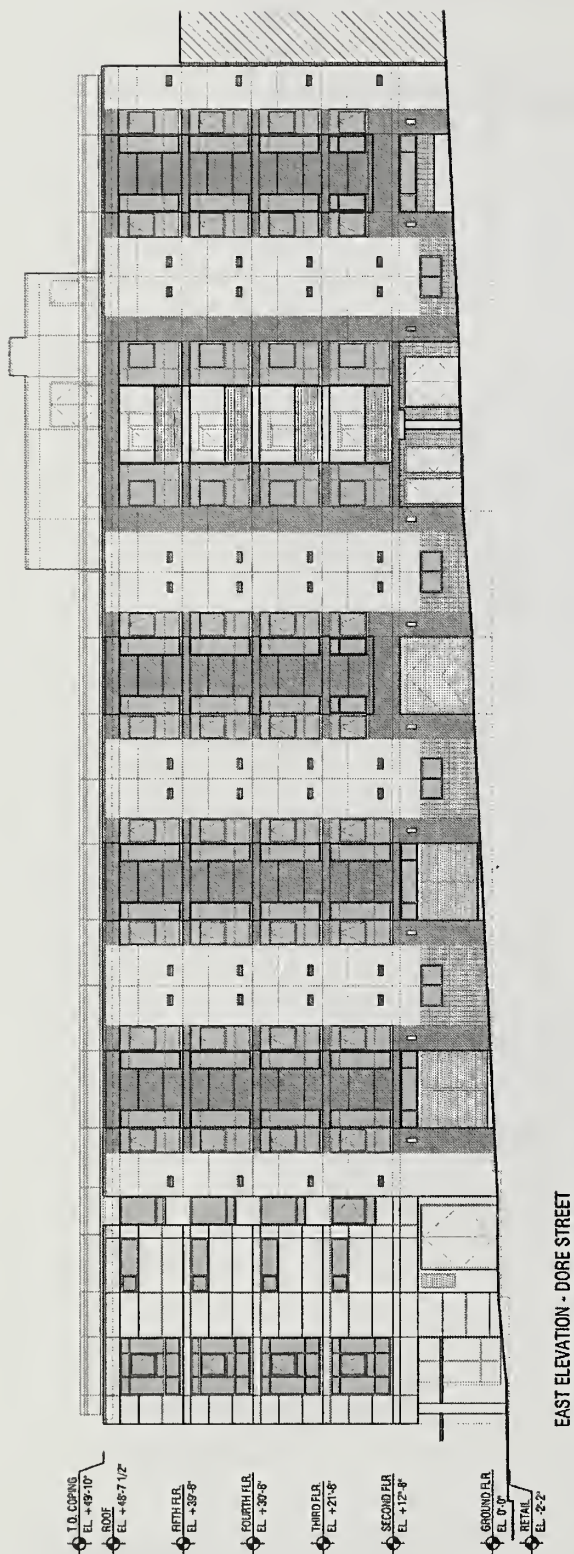
Figure 3
Ground Floor Plan



SOURCE: Herman and Coliver Architecture, 2005

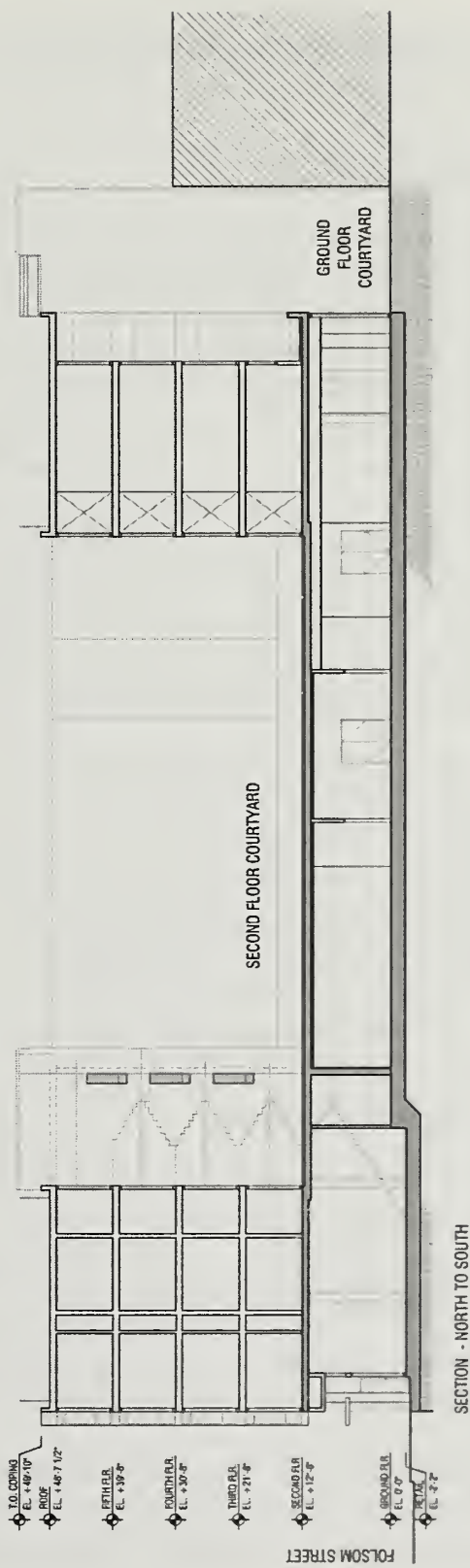
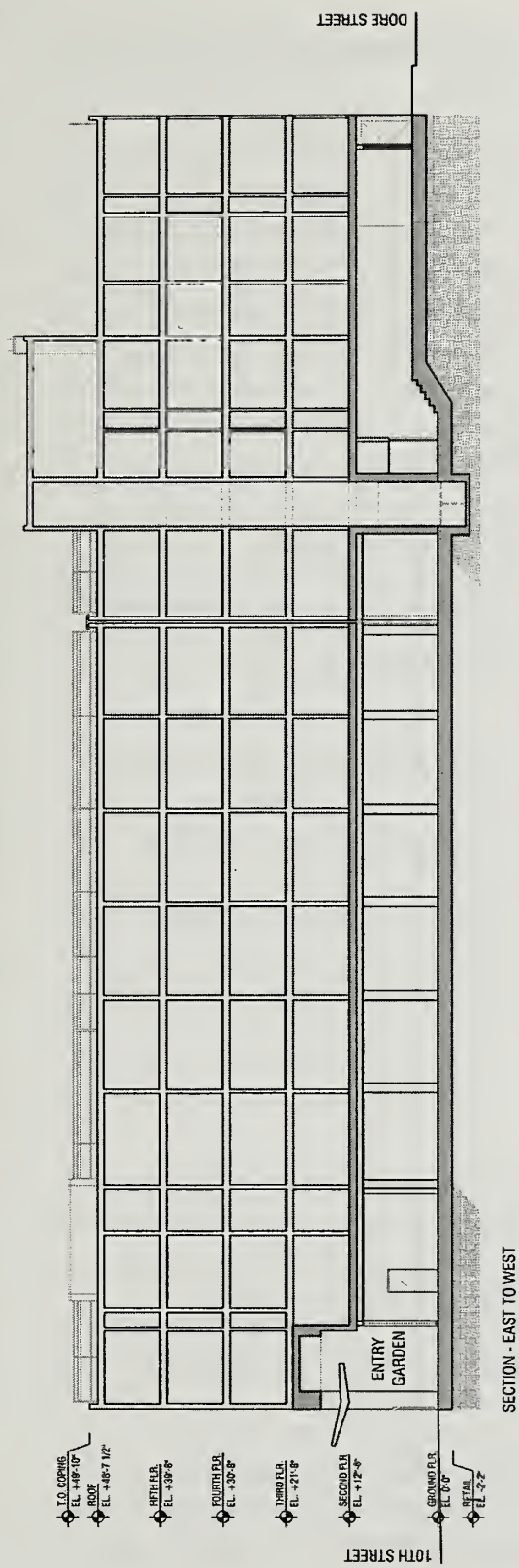
Case No. 2005.0634E: 275 10th Street . 206062

Figure 4
Typical Floor Plan



SOURCE: Herman and Collier Architecture, 2005

Case No. 2005.0634E: 275 10th Street . 206062
Figure 5
 Elevations



0 20
Feet

Case No. 2005 0634E: 275 10th Street . 206062
Figure 6
Sections

SOURCE: Herman and Colver Architecture, 2005

substance use issues, literacy and/or vocational barriers. ECS currently provides, alone or in partnership with other agencies, supportive housing at 11 San Francisco locations.

B. Project Setting

The project site comprises three contiguous parcels located at 275 10th Street, 1350 Folsom Street and 64 – 72 Dore Street in SoMa. The inverted L-shaped, 20,500-square-foot (0.47 acre) project site, is located near the northeast corner of 10th and Folsom Streets. The project vicinity is characterized by a wide-ranging mixture of uses, with PDR, residential, and retail predominant. The area also includes several larger institutional and social service uses, several restaurants and clubs, a scattering of office use (including in the building adjacent to the project site on Dore Street), and two motels. Many of the light industrial uses involve auto repair. Nearby residential uses include both large-scale, supportive and affordable residential development and smaller-scale, mostly older, residential units in multi-family buildings. Retail sales in the survey area is dominated by furniture stores, with clothing retailers also present. Some of these uses have been in the area for many years or even decades, while others, especially many of the larger residential projects and some of the institutions and social service providers, are more recent arrivals. As is typical in many neighborhoods, retail and restaurant uses are frequently subject to turnover, and this condition prevails in the project area as well.

The three buildings on the project site, interconnected to form a single production/warehousing space, were most recently fully occupied by a garment maker, Regent Manufacturing Company, which sold the property in June 2005 to the San Francisco Redevelopment Agency. Regent, which manufactures industrial uniforms, moved most of its manufacturing capacity to Mexico about five years ago (with the loss of about 170 jobs), but retained a workforce up to about 30 at the project site until it was sold. The company subsequently moved office and distribution facilities to South San Francisco, but continues to conduct limited operations at the site through a lease-back arrangement with the Redevelopment Agency; as of 2006, about 14 persons work at the project site.

C. Approvals Required

The *San Francisco General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The Planning Commission would review the project in the context of applicable objectives and policies of the *General Plan*. The project site is within the adopted South of Market Area Plan, an element of the *General Plan*.

General Plan objectives and policies relevant to the proposed project are discussed in Section III.B, Land Use and Population, p. 20.

The San Francisco Planning Code implements the *San Francisco General Plan*, and governs permitted uses, densities and configuration of buildings within San Francisco. The Code incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be

issued unless the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Code.

The project, as proposed, would not meet the required 25 percent rear yard setback requirements prescribed by Planning Code Section 134. Thus, the applicant seeks a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C), which provide for modification or waiver of rear yard requirements in South of Market Districts. The project also would require an exception to the retail open space requirement in accordance with Planning Code Sec. 135.3(d). Planning Code Section 151 requires a total of 8 independently accessible parking spaces for the proposed project (seven spaces for the project's SRO use, and one space for the manager's unit), which would be met by the project. The proposed project would also require demolition and building permits, which would require review and approval by the Planning Department and Department of Building Inspection.

The project site is within an area for which the Planning Commission imposed interim zoning controls in 1999 for the City's industrially zoned land, reflecting concerns about the potential impact of the increasing number of residential uses in the City's industrial areas on the potential displacement of industrial uses, as well as the supply of affordable housing. When the interim zoning controls expired in 2001, the Commission adopted similar language in the form of policies adopted in Commission Resolution 16202, which established policies and procedures for development proposals in industrial zoning districts. Resolution 16202 designated the project site within a "Housing Zone," intended to "encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and affordability standards." The project site was included in the February 2003 *Rezoning Options Workbook* for the Eastern Neighborhoods but was subsequently removed, along with the rest of the Western SoMa neighborhood, from the Eastern Neighborhoods planning process. By 2004, Western SoMa had become the focus of its own neighborhood planning effort, covering an area bounded by Division, 13th, Howard, Seventh, Harrison, Fourth, Townsend, and Bryant Streets. Later in 2004, the Board of Supervisors established the Western SoMa Citizens' Planning Task Force, to evaluate zoning options for the western portion of the South of Market, and to make recommendations by 2007. In the interim and prior to a specific neighborhood plan for Western SoMa, the project site remains subject to the existing zoning controls, including the SLR Use District, and to the interim policies in Resolution 16202, in which the project site is within the Housing Zone. The project's proposed SRO residential use would be permitted by the SLR Use District and consistent with Resolution 16202.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which, among other things, established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), or adopting any zoning ordinance

or development agreement, and before taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project, legislation, or action is consistent with the Priority Policies. The motion by the Planning Commission approving or disapproving the project will contain the analysis determining whether the project is in conformance with the Priority Policies.

D. Project Sponsor's Objectives

The project sponsor, Episcopal Community Services of San Francisco (ECS), is a non-profit social service agency dedicated to helping people who are homeless and/or with very low incomes move towards self-sufficiency. ECS addresses the challenge of homelessness by focusing on four areas: permanent supportive housing, temporary shelters, education and vocational training, and services for the impoverished elderly.

The proposed project would provide supportive housing, which is permanent housing with on-site social/vocational services for formerly homeless and extremely low-income adults, many of whom have mental or health disabilities, HIV/AIDS, substance use issues, literacy and/or vocational barriers. ECS and its development consultant, the Housing Services Affiliate of the Bernal Heights Neighborhood Center (HSA) have the following objectives for the proposed 275 10th Street Supportive Housing project:

- Directly address the problem of homelessness in San Francisco by constructing housing for homeless individuals in a supportive setting, including the provision of needed social/vocational services to assist homeless persons gain stability in their lives;
- Respond to San Francisco's recently formulated 10-Year Plan to Abolish Chronic Homelessness, the central strategy of which is a "Housing First" model emphasizing immediate placement of the individual in permanent housing, where they have access to services, on site, necessary to stabilize the individuals and keep them housed. The 10-Year Plan calls for the creation of 3,000 units of new permanent supportive housing designed to accommodate chronically homeless people;
- Implement two specific strategies of the 10-Year Plan, under which the City will "partner with nonprofit developers and service providers to create new permanent supportive housing" (both ECS and HSA are nonprofit organizations); and "provide comprehensive supportive services and operating funding for formerly homeless tenants in supportive housing developments to help them retain their housing and improve their overall health and stability";
- Develop the maximum number of supportive housing units feasible on the project site, consistent with existing Planning Code use and height/bulk controls and with the need to provide on-site services as a crucial component of the project;
- Operate the 275 10th Street Supportive Housing project in cooperation with the Department of Public Health, which has committed to provide funding for comprehensive supportive services, and the Mayor's Office of Housing, which has committed to provide operating subsidies;
- Complete the proposed project in a financially responsible manner, consistent with available funding;

- Create space on the Folsom Street frontage that will be leased for retail, light manufacturing, or other commercial use, providing an additional revenue stream and possible job training opportunities for the development's residents; and
- To maximize overall sustainability through integrated use of "green" building elements, including seeking certification under the LEED (Leadership in Energy and Environmental Design) for Homes program.

CHAPTER III

Environmental Setting and Impacts

A. Land Use, Planning, and Population

This section presents a discussion of existing land uses and zoning at the project site and in the vicinity, and describes how the proposed project could change the physical arrangement of land uses on the project site, to the extent that such changes could disrupt and divide the neighborhood as well as have an adverse impact on the character of the site's vicinity. A discussion of applicable plans and policies, as well as proposed plans, such as the Eastern Neighborhoods Community Planning Initiative is also included in this section for informational purposes.

This section also addresses one aspect of Population that was not analyzed in the Initial Study (see Appendix A), namely, whether the project would displace a large number of people (involving either housing or employment).

Existing Land Uses

Project Site

The project site comprises three contiguous parcels located at 275 10th Street, 1350 Folsom Street and 64 – 72 Dore Street in SoMa. The inverted L-shaped, 20,500-square-foot (0.47 acre) project site, located near the northeast corner of 10th and Folsom Streets, is occupied by three industrial buildings that together contain about 27,700 square feet of floor area. The three buildings have been interconnected to form a single production/warehousing space with smaller areas partitioned off for offices, storage areas, and restrooms. The site was most recently fully occupied by a garment maker, Regent Manufacturing Company, which sold the property in June 2005 to the San Francisco Redevelopment Agency. Regent, which manufactures industrial uniforms such as laboratory coats and chef's tunics, moved most of its manufacturing capacity to Mexico about five years ago because of lower labor costs there, but retained a workforce up to about 30 persons at 275 10th Street until the sale of the site.¹ The company currently maintains office and distribution facilities in South San Francisco and continues to conduct limited operations at the site through a lease-back arrangement with the Redevelopment Agency. According to the project sponsor, Regent has continued to downsize at this location and as of 2006, employs 14 persons at the project site.

¹ Regent had employed up to about 200 persons on the site until about 2001.

According to Regent ownership, the company formerly used the 10th Street frontage of its property for freight loading activities, but relocated loading to the rear (Dore Street) side of the site in light of traffic changes made by the City in the aftermath of the 1989 Loma Prieta earthquake. Specifically, with demolition of the northern portion of the Central Freeway and partial closure and eventual demolition and replacement of the remainder of the elevated freeway beyond Mission Street, the City prohibited parking on the project site's 10th Street frontage during commute hours to improve traffic flow to the 10th Street on-ramp to southbound U.S. Highway 101 (two blocks south of the site). Several years later, subsequent to the construction of the recently completed 98-unit, five-story Folsom Dore Supportive Housing project, across Dore Street from the project site, changes were reportedly made to Dore Street itself: parking currently occurs on both sides of the southern half of the project block of Dore Street (adjacent to the Folsom Dore project and to the 275 10th Street project site), whereas parking had previously been prohibited on the east side of the street. According to company ownership, this change made freight loading difficult, as it was not possible for a large truck to maneuver in and out of the company's loading dock, and the street was narrowed to one lane of effective width. Based on observation, it appears that the "No Parking" signs were removed adjacent to the Folsom Dore Supportive Housing site during construction of that project, and the signs were never replaced. At any rate, Regent ownership indicated that the inability to successfully conduct freight loading ultimately led Regent Manufacturing to close its 10th Street facility and sell the building. According to ownership, the company elected not to relocate within San Francisco, despite an 85-year history of operations in the City, choosing instead to relocate office and distribution functions in South San Francisco. Ownership cited relatively high taxes and a difficult regulatory environment in San Francisco as reasons for not staying in the City, but ownership's primary complaint, as reported to the preparers of the EIR, concerned City representatives' perceived insensitivity to the company's continuing need to use Dore Street for freight loading. Absent the change that made loading use of Dore Street so difficult, Regent likely would have remained on 10th Street, according to ownership, albeit at a scale much reduced from the peak level of on-site production prior to 2001.²

According to the Department of Parking and Traffic (DPT), the east side of Dore Street remains designated as a No Parking zone. (A recent citizen request to DPT to allow parking on the east side of the street was referred to the Fire Department, which requested that the parking prohibition be maintained. Because Dore Street is only 26 feet wide curb-to-curb, with seven-foot sidewalks at either side of a 40-foot right-of-way, if two seven-foot-wide parking lanes were provided, this would leave only a single 12-foot traffic lane, thus potentially precluding emergency vehicle access if another vehicle were stopped in the street.) DPT indicates that the No Parking signs will be replaced along the east side of Dore Street adjacent to the Folsom Dore housing development.³

² Information regarding Regent Manufacturing provided in a telephone interview by Environmental Science Associates with John Miller, owner, Regent Manufacturing Company, May 11, 2006, and (concerning current employment) in conversation with the project applicant, June 12, 2006.

³ Jerry Robbins, Planner, San Francisco Department of Parking and Traffic, Municipal Transportation Agency, telephone conversation, May 19, 2006.

Project Area

As shown in Figure 7, production, distribution, and repair (PDR),⁴ residential, and retail businesses are the predominant land uses in the surrounding area, which also includes several larger institutional and social service uses, several restaurants and clubs, a scattering of office use (including in the building adjacent to the project site on Dore Street), and two motels. A large number of the PDR uses are devoted to auto repair. There is a large self-storage facility across 10th Street from the project site, while the largest single use in the survey area, in terms of land occupied, is a paved lot that is in use by Golden Gate Transit as a midday storage facility for commute buses that travel to San Francisco in the morning and back to the North Bay in the afternoon. This lot is at Ninth and Harrison Streets. Other PDR uses in the area are printers (including one on the project block of Dore Street), clothing manufacturers (also one on Dore Street), wholesale sales, auto rental (including one on the project block of 10th Street), arts organizations, graphic artists/designers/sign shops, a glass company, plumbing supplies, a welder, and an artisan blacksmith.

As to residential uses, the neighborhood currently contains both large-scale, supportive and affordable residential development (the Folsom Dore development, across Dore Street from the project site) and smaller-scale, mostly older, residential units (principally along mid-block alleys,⁵ such as Dore, Sheridan, Kissling, Tehama, Clementina, and Ringold Streets). There are a few newer larger residential buildings, such as at the corners of 10th and Harrison Streets and 11th and Harrison Streets.

Retail sales in the survey area is dominated by furniture stores, with clothing retailers also present. There are also antique dealers, auto parts retailers, and a couple of small grocers. The survey area includes several restaurants—both casual and more refined—as well as some of the City’s best known music clubs and bars. There are two motels, both near Ninth and Harrison Streets. Institutional uses include St. Joseph’s Family Center, an emergency shelter for pregnant women and families, and Children’s Village, a child-care center for homeless, low-income, and working families. Both of these are operated by Catholic Charities and are located across 10th Street from the project site. St. Joseph’s Church, one of two churches closed by the Archdiocese of San Francisco in 1994 that remain closed and vacated (four others were re-opened and three were sold), is located next door to these facilities, at 10th and Howard Streets. (The church is a City Landmark.) The St. Anthony Foundation operates the Father Alfred Center, a residential drug and alcohol rehabilitation facility, on 10th Street, adjacent to the project site. The City Human Services Agency’s Housing and Homeless Division occupies a former school building at


⁴ PDR uses are, generally, light industrial in nature. The Planning Commission, in Resolution 16727, approved in early 2004, grouped PDR uses into 11 broad categories: Publishing, Audio/Visual, Arts, Fashion (garment manufacture/wholesale), Transport (people/goods), Food/Event (catering/wholesale/processing/distribution), Interior Design (furniture manufacture/wholesale/trade/showrooms), Construction, Equipment (manufacture/wholesale/repair), Motor Vehicles (towing/parking/wholesale/repair), and Other (kennels, chemical & leather repair, waste management, utilities, warehouse).


⁵ Although commonly referred to as alleys, most of the mid-block streets in SoMa, including those mentioned here, are not alleys as defined in the Planning Code (Sec. 102.1), which limits alleys to those rights-of-way 30 feet or less in width. The use of alley in the text is in the common sense of the word—a relatively narrow street that divides blocks between major through streets.



 Project Site

 PDR

 Residential

 Retail

O Office

P Parking

L Lodging

I Institution/Social Service

R Retail (Ground Floor)

E Entertainment/Dining

W Warehouse

V Vacant Building



SOURCE: ESA

Case No. 2005.0634E: 275 10th Street . 206062

Figure 7
Land Use

1440 Harrison Street, between 10th and 11th Streets. The Department of Parking and Traffic Parking Citation Hearing Division is on the northeast corner of Howard and 10th Streets.

Uses on the project block include, on 10th Street, a paper store, car rental, auto repair, and St. Anthony's Father Alfred Center. The project block of Dore Street, between Howard and Folsom Streets, contains buildings used for printing, warehousing, auto service and repair, clothing sales, furniture sales and storage, office, the Folsom Dore Supportive Housing project, and a residential condominium project that is under construction three parcels north of the project site. On the Ninth Street frontage of the block are multi-family residential buildings, a restaurant, a small grocer, a custom cake baker, retail furniture and clothing sales, auto repair, an audio-video production facility, and several vacant storefronts. Many buildings on the project block occupy larger footprints than those just to the north within a residential enclave (such as on Tehama and Clementina Streets, between Eighth, Ninth, Howard and Folsom Streets).

In summary, the project vicinity is characterized by a wide-ranging mixture of uses, with PDR, residential, and retail predominant. Some of these uses have been in the area for many years or even decades, while others, especially many of the larger residential projects and some of the institutions and social service providers, are more recent arrivals. As is typical in many neighborhoods, retail and restaurant uses are frequently subject to turnover, and this condition prevails in the project area as well.

PDR Uses in Western SoMa

A large share of the City's existing PDR businesses and PDR land are located in Western SoMa (generally, the area bounded by Division, 13th, Howard, Seventh, Harrison, Fourth, Townsend, and Bryant Streets. Of the approximately 190 acres in Western SoMa, more than 150 acres (about 80 percent) is zoned to permit PDR, or light industrial, uses (C-M, M-1, RSD, SLI, SLR, and SSO use districts), and the neighborhood contains roughly 2.2 million square feet of PDR building space, or some 12 percent of the PDR building space that exists throughout the South of Market, Mission District, Showplace Square, Central Waterfront, and Bayview Hunters Point neighborhoods combined, where most of the City's PDR land lies.⁶

Plans and Policies

San Francisco General Plan

The *San Francisco General Plan* contains 10 elements (Commerce and Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that provide goals, policies, and objectives for the physical development of the city. In addition, the *General Plan* includes area plans that outline goals and

⁶ Teresa Ojeda, Planner, Citywide Planning, San Francisco Planning Department, e-mail correspondence with Michael Jacinto, Major Environmental Analysis, August 7, 2006. Total PDR building space figure from Economic and Planning Systems, *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005; page 7. Available on the internet at: <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.

objectives for specific geographic planning areas. The project site is within the area covered by the South of Market Plan, an area plan within the *General Plan*. The following *General Plan* policies and objectives are among those applicable to the proposed project:

Housing Element

- Objective 1: Provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
- Policy 1.1: Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhood support.
- Policy 1.3: Identify opportunities for housing and mixed-use districts near downtown and former industrial portions of the city.
- Objective 4: Support affordable housing production by increasing site availability and capacity.
- Policy 4.3: Encourage the construction of affordable units for single households in residential hotels and “efficiency” units.
- Policy 4.6: Support a greater range of housing types and building techniques to promote more economical housing construction and achieve greater affordable housing production.
- Objective 5: Increase the effectiveness and efficiency of the City’s affordable housing production system.
- Policy 5.1: Prioritize affordable housing projects in the planning review and approval processes, and work with the development community to devise methods of streamlining housing projects.
- Policy 5.2: Support efforts of non-profit organizations and other community-based groups and expand their capacity to produce and manage affordable housing.
- Policy 6.2: Ensure that housing developed to be affordable is kept affordable.
- Policy 6.5: Monitor and enforce the affordability of units provided as a condition of approval of housing projects.
- Objective 10: Reduce homelessness and the risk of homelessness in coordination with relevant agencies and service providers.
- Policy 10.1: Focus efforts on the provision of permanent affordable and service-enriched housing to reduce the need for temporary homeless shelters.
- Objective 11: In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco’s desirable urban fabric and enhance livability in all neighborhoods.
- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.

- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.
- Policy 11.10: Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

Transportation Element

- Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

Commerce and Industry Element

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living⁴ and working environment.
- Policy 1.1: Encourage development, which provides substantial net benefits and minimizes undesirable consequences. Discourage development, which has undesirable consequences, which cannot be mitigated.
- Policy 2.1: Seek to retain existing commercial and industrial activity and to attract new such activity to the city.
- Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.
- Policy 3.1: Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.
- Policy 3.4: Assist newly emerging economic activities.
- Objective 4: Improve the viability of existing industry in the city and the attractiveness of the city as a location for new industry.
- Policy 4.1: Maintain and enhance a favorable business climate in the city.
- Policy 4.3: Carefully consider public actions that displace existing viable industrial firms.
- Policy 4.5: Control encroachment of incompatible land uses on viable industrial activity.
- Policy 4.11: Maintain an adequate supply of space appropriate to the needs of incubator industries.
- Policy 6.1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity of those districts.
- Policy 6.7: Promote high quality urban design on commercial streets.
- Objective 7: Enhance San Francisco's position as a national and regional center for governmental, health, and educational services.

Urban Design Element

- Objective 1: Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation.
- Policy 1.2: Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.
- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Objective 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

South of Market Plan

- Policy 1.5: Locate uses in areas according to a generalized land use plan shown on Map 2.
- Objective 3: Encourage the development of new housing, particularly affordable housing.
- Policy 3.5: Encourage small-scale in-fill residential or mixed-use development west of Sixth Street.
- Objective 8: Improve area livability by providing essential community services and facilities.
- Policy 8.1: Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

A conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of the California Environmental Quality Act (CEQA). Any physical environmental impacts that could result from such conflicts are analyzed in this EIR. In addition to considering inconsistencies that affect environmental issues, the Planning Commission considers other potential inconsistencies with the *General Plan*, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context and would not alter the physical environmental effects of the proposed project that are analyzed in this EIR.

The Sustainability Plan

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The notion of sustainability is based on the United Nations definition that "a sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs." The *Sustainability Plan for the City of San Francisco* was a result of community collaboration with the intent of establishing sustainable development as a fundamental goal of municipal public policy (Department of the Environment, 1997).

The *Sustainability Plan* is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management). Additionally, the *Sustainability Plan* contains indicators designed to create a base of objective information on local conditions and to illustrate trends toward or away from sustainability. Although the *Sustainability Plan* became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The *Sustainability Plan* serves as a blueprint, with many of its individual proposals requiring further development and public comment.

Other Plans

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

Planning Code (Zoning)

The San Francisco Planning Code, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the Code, or an exception is granted pursuant to the provisions of the Code. The proposed project is located in an SLR District wherein housing is permitted, and where Planning Code Section 207.5(c) waives density limitations for SRO units. Therefore, the project's proposed supportive housing SRO units would be a principally permitted use. The proposed project would also conform to the provision of the Planning Code for the 50-X Height and Bulk District, which permits construction to a height of 50 feet.

The proposed project would provide on-site common useable open space in the form of an entry garden and two courtyards. Planning Code Sec. 135(d)(2) requires, for SRO units in the SLR Use District, 16 square feet of open space per bedroom, if the required open space is commonly accessible to all residents.⁷ Planning Code Sec. 135.3 also requires open space at a ratio of 1 sf per 250 square feet of retail use and 1 sf per 250 sf of office use. In sum, the Planning Code would require this project to provide a total of about 2,200 square feet of open space.⁸ The project, with about 5,000 square feet of common open space in an entry garden and two courtyards would exceed the Planning Code's open space

⁷ Planning Code Sec. 135 requires projects to provide common open space at 1.33 times the amount of required private open space, or in the case of the SLR district, 48 square feet of common open space per unit. However, Sec. 135(d)(2) specifies that SRO units need provide one-third the required amount for a dwelling unit.

⁸ 134 SRO units x 16 sf per unit = 2,144 sf; 1 manager's unit x 48 sf = 48 sf;
retail use: 2,510 sf / 250 sf = 10 sf Thus, 2,144 sf + 48 sf + 10 sf = 2,202 sf

requirements as to area. Open space for the 2,510 square feet of retail space would be met by the arcade setback. As stated above under Approvals Required, the project would not meet the required 25 percent rear yard setback prescribed by Planning Code Section 134, and the applicant has applied for a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C).

Planning Code Section 151 requires one parking space per every 20 SRO unit, as well as one space for the manager's unit, for a total of 8 spaces. The project would provide a total of 11 parking spaces, consisting of 10 compact spaces and one handicap-accessible space, thereby satisfying the requirements of Planning Code Section 151. Additionally, because the project's proposed residential use does not exceed 100,000 sf and the proposed retail and office uses do not exceed 10,000 sf, the project would not be required to provide an off-street loading space (Section 152.1).

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code to establish eight Priority Policies. These policies are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. The Priority Policies, which provide general policies and objectives to guide certain land use decisions, contain some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. Prior to issuing a permit for any project that requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. In evaluating *General Plan* consistency of the project and reviewing the building permit application for the proposed project, the Planning Commission and/or Planning Department would make the necessary findings of consistency with the Priority Policies.

Eastern Neighborhoods Rezoning and Community Planning Initiative

In 1999, the Planning Commission imposed interim zoning controls for the City's industrially zoned land (including the project site), for a period of 15 months, pending adoption of permanent zoning controls. The Commission's adoption of interim zoning controls reflected concerns about the potential impact of the increasing number of residential uses in the City's industrial areas on the potential displacement of industrial uses in the City, rising land costs that could contribute to business and job flight from the City, conflicts over incompatible uses, and the supply of affordable housing within the City. The interim zoning controls created an Industrial Protection Zone (IPZ) and Mixed Use Housing Zones (MUHZs) within the City's industrially zoned land. Within the IPZ, new housing, including live/work projects, was generally not permitted. Within the MUHZs (including the project site), the controls placed an emphasis on maximizing housing development. Although the interim controls expired in July 2001, the intent of the

controls became Commission policy through Planning Commission Resolution 16202, adopted August 9, 2001.

Resolution 16202 established policies and procedures for development proposals in industrial zoning districts with the intent of regulating the City's supply of industrial space available to PDR businesses. Resolution 16202 continued the IPZ designation, and designated the former MUHZs a "Housing Zone," intended to "encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and affordability standards." Block 3518, including the project site, is located within the Housing Zone described in Resolution 16202.

In late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process to address the broad range of issues involved in formulating permanent controls on the City's last remaining industrially zoned lands and its surrounding residential and commercial neighborhoods. One of the community process goals was to work collaboratively with the neighborhoods in the vicinity of these industrially zoned lands to develop rezoning proposals that achieve both neighborhood and citywide land use objectives. In early 2002, the Planning Department initiated a series of public workshops in which participants grappled with how the area's industrially zoned land should be used in the future. One of the goals of this process was to develop a new set of zoning regulations for the broader South of Market Area, including the project site. In February 2003, the Planning Department published the *Rezoning Options Workbook*, which presented three rezoning options for the Eastern Neighborhoods, including the proposed project site. However, during the Commission's consideration of the *Workbook* and possible actions to advance progress toward permanent Eastern Neighborhoods controls, public discussion resulted in the removal of the Western SoMa neighborhood, including the 275 10th Street Supportive Housing project site, from the Eastern Neighborhoods planning process. Thus, by 2004, Western SoMa had become the focus of its own neighborhood planning effort, covering an area bounded by Division, 13th, Howard, Seventh, Harrison, Fourth, Townsend, and Bryant Streets.

On November 17, 2004, the San Francisco Board of Supervisors established the Western SoMa Citizens' Planning Task Force by Resolution 731-04. The advisory task force was established to inform the Board of Supervisors and Planning Commission on planning issues for Western SoMa and to carry out a number of planning-related duties, including mapping existing land use conditions and analyzing land use decisions in Western SoMa; evaluating existing Residential Enclave Districts (REDs) and considering modifications to existing RED zoning map boundaries; recommending RED preservation policies and design guidelines; evaluating land uses proximate to REDs and developing design guidelines to provide buffers where more intense development might occur; recommending policies for the preservation of service and light industrial jobs ("PDR uses"), residential uses, and arts and entertainment opportunities; considering policies to guide increased heights and density along the major arterial streets where appropriate; recommending policies that promote more community-serving retail and commercial uses and encourage improvements to transportation, open space, street safety, bicycle circulation, and mass

transit; and developing recommendations to ensure that the creation of a future Folsom Boulevard be developed in such a manner as to complement all of the above referenced goals.

Western SoMa is now the subject of a Special Use District (SUD), approved by the Board of Supervisors in July 2006, in Resolution 204-06. As approved, the SUD encompasses an area generally bounded by Mission, Fourth, Townsend, and Division Streets. The only land use controls included in the adopted SUD require conditional use authorization for new “formula retail uses” (generally, retail uses with a dozen or more stores throughout the United States and that include standardized décor, merchandise, color schemes, uniforms, and the like; that is, retail uses commonly known as “chain stores”) and require public noticing for building permit applications in the SUD. Companion legislation approved places a temporary moratorium on such formula retail uses in Western SoMa. It is anticipated that recommendations made by the Western SoMa Citizens’ Planning Task Force could be incorporated into future land use controls that could be added to the SUD.

The provisions of Resolution 731-04 and the operation of the Task Force have a three-year time frame. In the interim and prior to a specific neighborhood plan for Western SoMa and/or addition of further land use controls to the SUD, the project site remains subject to the existing zoning controls, including the SLR Use District, and to the interim policies in Resolution 16202, in which the project site is within the Housing Zone. The project’s proposed SRO residential use would be consistent with the SLR Use District and with Resolution 16202.

Impacts

Significance Criteria

A project would have a significant effect on the environment in terms of Land Use if it were to:

- disrupt or divide the physical arrangement of an established community, or
- have a substantial adverse impact on the existing character of the vicinity.

As noted above, a conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of the California Environmental Quality Act (CEQA). The staff report for the Planning Commission will analyze the project’s consistency with *General Plan* policies and zoning, and will discuss any exceptions requested or modifications required. Thus, the impact analysis does not evaluate planning inconsistencies, although physical environmental impacts that could result from such conflicts are analyzed elsewhere in this EIR.

In terms of Population, a project would have a significant effect on the environment if it were to:

- displace a large number of people (involving either housing or employment).

The Initial Study (see Appendix A) determined that the project would neither induce substantial growth or concentration of population nor create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply, and therefore these issues are not addressed in this section.

Impact Analysis

As described above, the project area is characterized by a mix of uses, with PDR, residential, and retail uses predominating. The proposed project would change the character of the project site and immediate vicinity, but would not fundamentally alter this mix of uses: the neighborhood currently contains both large-scale, supportive and affordable residential development (across Dore Street) and smaller-scale, mostly older, market-rate residential units (principally along mid-block alleys, such as Dore, Sheridan, Kissling, Tehama, Clementina, and Ringold Streets). There are a few newer larger market-rate residential buildings, such as at the corners of 10th and Harrison Streets and 11th and Harrison Streets.

The proposed new building, at five stories and approximately 50 feet in height, would be taller and more massive than the assemblage of three existing one- and two-story structures on the project site. As noted in the Initial Study, the proposed building would be about 20 feet taller than the tallest of the existing buildings on the project site, increasing the scale of development at the site in comparison to existing conditions. Also, the proposed structure would be of a contemporary design, elements of which are intended to relate to the predominately industrial architectural vernacular and visual mix of the larger South of Market neighborhood. As such, the new building would be more compatible in scale and massing with the recently completed Folsom Dore Supportive Housing project across Dore Street than with the existing low-slung industrial building typology that exists at present on the project site and that predominates in the neighborhood. Together, the proposed 275 10th Street Supportive Housing project and the Folsom Dore Supportive Housing across the street from the project site project would constitute a small concentration of larger-scale, modern residential construction. However, these buildings would conform to the existing 50-foot height limit, occupy a relatively small portion of the block, and include items of visual interest at the ground floor, particularly on Folsom Street (retail space in the case of the proposed 275 10th Street project; retention of an older brick building façade in the case of the existing Folsom Dore Supportive Housing project). Therefore, even together, the two buildings would not present a psychological or visual barrier substantial enough to divide the neighborhood or to adversely affect the character of the neighborhood, which, while established, has in recent years evolved as to the uses that are present. This evolution that would continue with development of the proposed 275 10th Street Supportive Housing project.

As noted in the setting, the most recent industrial (PDR) user of the project site ultimately determined that changes to the character of the project block—notably, changes in parking and circulation patterns on Dore Street triggered by adjacent residential development—had made freight loading and building access so difficult that it no longer made sense to continue PDR operations at the site. However, the Department of Parking and Traffic indicates that it intends to restore the No Parking zone on the east side of the project block of Dore Street, and therefore the proposed project has little or no potential to result in this

type of physical conflict in the immediate vicinity. To the extent that traffic generated by the proposed project could conflict with businesses using Dore Street, no substantial impact would be anticipated, and there would be no significant physical effect on the environment, once the No Parking zone is restored (independent of the project) because the proposed project would offer SRO residential units for chronically homeless persons, and thus the likelihood of residents owning vehicles is assumed to be low.⁹ Additionally, the project's incremental additional impact—for example, on congestion on Dore Street—would be small, given that the project proposes only 11 off-street parking places, for staff use. The number of potentially affected businesses would be relatively small, and the immediately adjacent building has its own off-site parking and curb cut, which can be used by trucks making deliveries.

The proposed project would increase the residential population on the project site while decreasing the number of employed persons working at the site, compared to conditions when the most recent business on the site was operating at full production; however, the proposed project would employ more people than are currently employed on the site. Thus, the project would be responsible for the displacement of the remaining 14 employees of the prior PDR user of the project site. As discussed in the Initial Study (Appendix A), the project would employ a management staff of about 10 people and an estimated 7 retail employees, for a total of 17 employees. Thus, while on-site employment would be similar to current conditions, the types of jobs available on the site would change from production, shipping, and ancillary office jobs to social service and medical jobs in support of the on-site residents, including counseling/case workers, food service, and ancillary office jobs, as well as retail or other commercial employees. However, the loss of approximately 14 PDR jobs, would not be considered displacement of “a large number of people,” particularly when the prior PDR user of the site had previously moved more than 150 manufacturing jobs out of the country.

The project would not displace any existing residents. In as much as the proposed project would provide supportive housing for formerly homeless persons, the project would consist of 100 percent affordable housing, and therefore the project would directly reduce, albeit incrementally, the City's need for affordable housing.

Cumulative Impacts

Two major themes have emerged in the debate over land use changes in San Francisco—whether the supply of land and building stock available for PDR uses will be adequate to meet future demand for these uses, and how planning and zoning actions can help meet San Francisco's acute need for affordable housing. These questions have been focused on the proposed rezoning of the City's Eastern Neighborhoods (discussed above on p. 29). As noted in the Setting, the project site, and the Western SoMa neighborhood in general, are currently subject to “interim policies” established in Planning Commission Resolution 16202, and the project site is within a designated “Housing Zone,” intended to “encourage mixed-use housing development, especially proposals for housing that maximize the

⁹ *Rethinking Residential Parking: Myths & Facts*, Non-Profit Housing Association of Northern California, April 2001. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2005.0634E.

allowable densities and affordability standards.” The project site, and the Western SoMa neighborhood generally, were originally included as part of the Eastern Neighborhood Community Planning effort but have since embarked upon a separate planning process. As noted in the Setting, Western SoMa is now the subject of a Special Use District approved in July 2006, which limits formula retail uses and requires public notification of building permits, although pending adoption of other land use controls, the project site remains subject to the interim controls within Resolution 16202.

While the proposed project would be consistent with the interim controls of Resolution 16202, it would directly displace an existing PDR use, as noted above in the discussion of project-specific impacts. As also noted above, it is unlikely that the proposed project would directly result in adverse effects on existing PDR uses in the immediate vicinity, because the potential for conflict is relatively low. However, the Planning Department forecasts that Western SoMa could lose between about 1,300 and 2,600 PDR jobs by 2025.¹⁰ While the approximately 14 PDR jobs that would be lost as a result of the proposed project would represent only a small portion of this PDR job loss, the proposed project would, nevertheless contribute to this change. Moreover, the proposed project, along with other projects, such as the recently completed Folsom Dore Supportive Housing, could combine to indirectly prompt further loss in PDR uses and jobs in the project vicinity. For example, the immediate vicinity already has a fair concentration of supportive housing uses and social service agencies that serve the homeless and the working poor, and the project, along with the Folsom Dore project, could generate increased interest on the part of such uses to cluster in the project area.

A study undertaken for the Planning Department in 2005 found that, with implementation of proposed Eastern Neighborhoods rezoning Option B,¹¹ adequate land would be available in 2025 to accommodate anticipated PDR employment in San Francisco, although there would be a shortfall in building space available to PDR businesses unless buildings were used more intensively and/or PDR land were developed at a greater floor-area ratio (i.e., with more building space per acre) than is the current pattern. This report also noted, however, that the South of Market neighborhood had sustained the greatest percentage loss, among the various Eastern Neighborhoods, in building space occupied by PDR uses.¹² In as much as most of the project block, including the project site, was not designated for housing under Option B, but was instead designated as “Core PDR,” meaning that housing would not be permitted, loss of PDR space on the project block would diminish the supply of land available for PDR uses, compared to that forecast in the 2005 study, and could contribute to a lack of sufficient land and building space to meet the future demand for PDR uses.

¹⁰ Based on Planning Department Land Use Allocation 2002; excludes South of Market Redevelopment Area, generally bounded by Mission, Fifth, Harrison, and Seventh Streets.

¹¹ The Planning Department is evaluating three options for Eastern Neighborhoods controls. Option A, the low housing option, would involve the least amount of land area changing from existing industrial zoning to residential zoning, while Option C, the high housing option, envisions the greatest such change. Options B would fall in the middle in terms of zoning change.

¹² Economic and Planning Systems, *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005. <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.

In San Francisco, land is a finite resource, and land available to PDR users—which can provide needed services to other City industries and at least some of which provide relatively higher-wage jobs to persons with relatively lesser education—is particularly limited. There are more options in the City for certain other uses than for most PDR uses: for example, it is possible to create additional housing supply by developing and redeveloping at higher densities, whereas higher density development is not always an option for business activity, particularly PDR businesses that require adequate circulation space, truck parking, service/storage yards, and that depend on proximity to suppliers or customers and/or that may have some negative effects on neighboring uses (e.g., noise, fumes, dust). Once “industrial” land is given over to residential and mixed use development, it can be very difficult to reclaim for light industrial or some other PDR uses.

Planning Department information indicates that more than 200,000 square feet of PDR building space could be lost in the South of Market to projects in the development pipeline—that is, projects for which applications have been filed with the Planning Department and the Department of Building Inspection, as well as projects approved and under construction but not yet complete. At the same time, nearly 3,300 residential units are included in the pipeline in SoMa.¹³ Thus, the project would contribute to anticipated future losses in PDR land and building space, and potentially to a concomitant loss of PDR businesses and jobs.

Continuing decline in building space and land available to PDR businesses would further the loss of PDR businesses and jobs in San Francisco, contributing to what has been an ongoing trend. As noted in the draft report, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, released by the Planning Department in May 2006, “Most production, distribution, and repair businesses are distinguished by their sensitivity to the costs of space. In an unconstrained real estate market, they typically locate in locations and buildings that are not attractive to other uses.”¹⁴ Depending on the outcome of the Eastern Neighborhoods planning process, relatively more or fewer PDR businesses and jobs could be displaced from the Eastern Neighborhoods; changes in this regard in Western SoMa will hinge on the separate planning process now under way for this neighborhood. As noted in the *Socioeconomic Impacts* report, continuing loss of PDR businesses and employment “would mean some San Franciscans who have limited formal education or who are immigrants who do not speak English well would lose opportunities for local, higher wage jobs that offer good opportunities for advancement. Many of these people are existing residents of the Eastern Neighborhoods. Some workers would face a longer commute. San Francisco residents and businesses that rely on PDR services would experience longer delivery times or higher costs for PDR services. San Francisco residents and businesses would

¹³ San Francisco Planning Department, *The Pipeline: A Quarterly Report on Proposed Development in the City of San Francisco: 4th Quarter 2005*. February 2006. Available on the internet at: http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/Pipeline_Summary_Report_Q4_2005_dr1b.pdf. Reviewed August 23, 2006.

¹⁴ Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*. Draft Report, May 12, 2006, p. 81. Available on the internet at: http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/DRAFTSocioeconomic%20Impact%20Report_05_12_06.pdf

have fewer local options for PDR services and would either pay more for the local option or find an alternative provider elsewhere.”¹⁵

Finally, it should be noted that both the Eastern Neighborhoods Rezoning and Community Plans proposal and the Western SoMa planning effort remain ongoing planning processes, with Eastern Neighborhoods rezoning and community plans not anticipated to be adopted prior to 2007, and the Western SoMa task force expected to make recommendations that same year. Therefore, it is speculative to draw conclusions regarding the amount of PDR land and building space that might ultimately be reserved as part of this planning process.

Evaluated purely as a mathematical question—the project’s loss of 14 PDR jobs would represent less than 1.5 percent of the minimum anticipated PDR job loss in the approximately 30-block area of Western SoMa (excluding the South of Market Redevelopment Area). However, in light of the uncertainty regarding both the future demand for and supply of PDR building space and land, pending completion of the Eastern Neighborhoods rezoning and planning process and the results of the Western SoMa task force planning endeavor, and for purposes of a conservative analysis, the project’s contribution to the loss of PDR space is considered a potentially significant impact that could not be fully mitigated with implementation of the project, which, by definition, would change existing PDR land and building space to residential use. Tenancy of the project’s ground-floor commercial space on Folsom Street by a PDR user could partially offset the project’s contribution to loss of PDR space, but the approximately 2,500 square feet of commercial space would represent only about one-tenth of the existing PDR space on the site.

Because the project’s contribution to the cumulative impact would result from the change of use that is proposed as part of the project, no mitigation has been identified for this cumulative impact, as avoiding the change of use would preclude implementation of the proposed project. It is noted that the No Project alternative would reduce the project’s contribution to the cumulative impact to a less-than-significant level by resulting in no project-generated loss of PDR space. (Whether the buildings would be reoccupied by a PDR user, however, is a separate question.)

¹⁵ Hausrath Economics Group, 2006 (see footnote 14), pp. 84 – 85.

B. Historical Resources

Introduction

The Initial Study (see Appendix A) for the proposed project concluded that it would not adversely affect prehistoric or historic archaeological sites or conflict with established recreational, educational, religious or scientific uses of the area. The Initial Study did, however, find the proposed project may have adverse impacts to historic architectural resources. This section, therefore, evaluates the potential impacts on historical architectural resources that could result from the proposed project. A summary of the project site's history is presented based on information from technical studies prepared by Carey & Co. for the project site in 2005,¹⁶ as well as other historic resource studies completed in the South of Market (SoMa) neighborhood by Page & Turnbull¹⁷ and Architectural Resources Group.¹⁸

CEQA Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the *San Francisco* Planning Code and certain other surveys that have been adopted by the City,¹⁹ or (ii) is deemed significant due to its identification in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be historically significant "unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant." Finally, CEQA Section 21084.1 permits a lead agency to determine that a resource constitutes a historical resource even if the resource does not meet the foregoing criteria. A "substantial adverse change" is defined in Section 15064.5(b)(1) of the state CEQA Guidelines as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

In order to be eligible for the California Register, a resource (building, site, object, structure, or district) must meet at least one of four criteria, and must also retain sufficient integrity. The four criteria are: (1) association with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; (2) association with the lives of persons important to local, California, or national history; (3) the embodiment of the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high

¹⁶ Carey & Co., Inc., *275 10th Street Supportive Housing Project, Draft Section 106 Review (April 26, 2005)*. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2005.0634E. The text of this report is also included in Appendix B of this EIR.

¹⁷ Page & Turnbull, Inc., *Folsom/Dore Apartments Historic Properties Report (September 2002)*. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street. The text of this report is also included in Appendix B of this EIR.

¹⁸ Architectural Resources Group (ARG), *Determination of Eligibility Evaluation, Eighth and Natoma Streets, San Francisco, CA*, January 28, 2000.

¹⁹ These include surveys of Dogpatch, the Central Waterfront, and North Beach, and the 1968 book *Here Today* (see below).

artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation. Integrity encompasses seven aspects: location, design, setting, materials, workmanship, feeling, and association.

Thus, evaluation of the potential for proposed projects to impact “historical resources” is a two-step process; the first step is to determine whether the property is an “historical resource” as defined in Section 15064.5(a)(3) of the CEQA Guidelines, and, if it is an “historical resource,” the second is to evaluate whether the action or project proposed by the sponsor would cause a “substantial adverse change” to the “historical resource.”²⁰

As discussed in detail below, the Planning Department considers as historical resources those properties listed in or determined eligible for the California Register (including National Register-listed or eligible properties); resources listed in Planning Code Articles 10 and 11; and resources listed as National or California Register-eligible in four specific local surveys adopted by the Board of Supervisors or Planning Commission. Other potential historic resources generally require further review prior to their status being confirmed. This further research will, in some cases, result in a property not previously identified as a historical resource being determined to be such a historical resource for CEQA purposes. As stated in Section 15064.5(a)(4) of the CEQA Guidelines, “The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources..., or identified in an historical resources survey ... does not preclude a lead agency from determining that the resource may be an historical resource”

Setting

Rating Buildings of Architectural and Historic Importance

As noted in the introduction, a historical resource for CEQA purposes includes properties listed in or formally determined eligible for listing in the California Register of Historical Resources, or listed in an adopted local historic register. According to Planning Department CEQA historic resources review procedures, adopted “local historic registers” include Articles 10 and 11 of the Planning Code; the 1968 book *Here Today*, adopted by Board of Supervisors resolution in 1970; the Dogpatch Survey, endorsed by Planning Commission motion in 2001; the Central Waterfront Survey, endorsed by Planning Commission motion in 2002; and the North Beach Survey, adopted by Board of Supervisors resolution in 1999. Therefore, historical resources include those listed in or determined eligible for the California Register (which includes all National Register-listed or eligible properties); resources listed in Articles 10 and 11; and resources listed as National or California Register-eligible in the four specific surveys noted above. Resources listed in other surveys generally require further consideration prior to a determination being made as to their status as historical resources. Planning Department historical resource review procedures state that, for various types properties, including buildings more than 50 years old that are proposed for

²⁰ San Francisco Preservation Bulletin No. 16, San Francisco Planning Department, “CEQA Review Procedures for Historic Resources,” Final Draft, October 8, 2004; pp. 1-2. Available on-line at: http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/PresBulletin16CEQA10_8_04.PDF.

demolition, “additional research will be required to determine whether they meet the California Register criteria and qualify as ‘historical resources’ for the purposes of CEQA.”²¹ This further project-specific research will, in some cases, result in a property being determined to be a historical resource for CEQA purposes, even though the property was not previously identified as a historical resource under the preceding criteria. As noted in the introduction, the state CEQA Guidelines permit a local agency to determine that a building or structure is an historical resource under CEQA, notwithstanding the fact that resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, nor included in a local register of historical resources, nor identified in an accepted historical resources survey.

National Register of Historic Places / California Register of Historical Resources

The National Register of Historic Places (National Register) is the official U.S. government list of properties that have architectural, historical or cultural significance at the national, state or local level. The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-eligible properties are automatically listed on the California Register.

Properties listed or under review by the State of California Office of Historic Preservation (OHP) are assigned a California Historical Resource Status Code of “1” to “7” in order to establish their historical significance in relation to the National Register or California Register. (That a property does not have a status code does not necessarily indicate the property is ineligible for listing; more often, this simply reflects the fact that a property has not been assessed for eligibility for the National Register or California Register.) Properties with a listing of “1” or “2” are eligible for listing in either California Register or the National Register, or are listed on one or both of the two lists. Properties with a “3” or “4” appear to be eligible for listing in either register, but normally require more research to support this rating. Properties with a “5” are typically locally significant or are of contextual importance. Designations of “6” means that the property is not eligible for listing (frequently only as to the National Register; some such properties may be eligible for the California Register), while a designation of “7” means that a property either has not been evaluated or requires re-evaluation.²² Properties rated 1 – 5 are considered to be historic resources for the purposes of CEQA.

Properties are assigned California Register status codes when they are evaluated. These evaluations may occur for various purposes. For example, buildings may be assigned tentative status codes as part of a “Section 106 review” (pursuant to the National Historic Preservation Act), or as part of another type of

²¹ San Francisco Preservation Bulletin No. 16, San Francisco Planning Department (see footnote 20, p. 38); page 6.

²² The State Office of Historic Preservation (OHP) adopted new California Historical Resource Status Codes in 2003.

Previously, a designation of “4” indicated that a property had the potential, if some circumstance or event was to happen in the future, to become eligible for the National Register. Thus by definition, resources identified as “4”s were not eligible for the National Register. Yet under CEQA, they were presumed to be historical resources. OHP plans to convert all former “4”s to either a 7N or 7N1, whichever is appropriate, to signify that these resources need to be reevaluated using current standards and applying both National Register and California Register criteria.

project-specific historical resources evaluation; once these ratings are accepted by OHP, they are recorded as such in OHP's database, which is disseminated to various state offices of the California Historical Resources Information System (CHRIS). According to the local CHRIS office, at the Northwest Information Center at Sonoma State University, none of the buildings on the project site or vicinity have been formally listed or determined eligible for listing in either the California Register or the National Register, with one exception: the St. Joseph's Church and Complex at 1401 Howard/260 10th Streets,²³ which were rated "1S" in 1982, or "individually listed in the National Register." These properties are considered to be historic resources for the purposes of CEQA. No other buildings on the project site or vicinity were assigned California Register status codes or National Register ratings.

Local Registers of Historical Resources

The Planning Department considers a listing of historical resources approved by ordinance or resolution of the Board of Supervisors or the Planning Commission to be a local register of historical resources for purposes of CEQA evaluation.²⁴

San Francisco Planning Code

Adopted in 1967, Article 10 of the San Francisco Planning Code addresses the preservation of historical, architectural, and aesthetic landmarks, citywide. Designation of a property as a city landmark (or of multiple properties as a historic district) requires approval by the Board of Supervisors of a designating ordinance. Article 10 is considered an adopted local register of historical resources under CEQA, as it is a part of the Planning Code and is therefore subject to formal action by the Board of Supervisors. Since 1967, 246 landmark sites and eleven historic districts have been adopted by the City. The project is not listed as a landmark under Article 10, nor is it included in a historic district identified in Article 10. The only designated landmark in the project vicinity is St. Joseph's Church at 1401 Howard Street (Landmark No. 120). No other city landmarks or designated historic districts are located in the project vicinity.²⁵

Here Today

In 1968, the Junior League of San Francisco published the results of a five-year-long survey of historic buildings in San Francisco, San Mateo and Marin counties. Working with architectural, historic, and planning consultants, Junior League volunteers conducted research and surveyed the three counties. The resulting publication, *Here Today*,²⁶ was one of the first major surveys of historic architectural resources in San Francisco, and is considered by the Planning Department an adopted local register of historical resources under CEQA, as the findings of this survey were adopted by the Board of Supervisors. The project site is not included in *Here Today*.

²³ The Children's Village Child Development Center, also at 260 10th Street, was built in 1959 as an addition to St. Joseph's Parish Hall (1906) and is not listed or eligible for listing in the California or National Registers.

²⁴ Public Resources Code Sec. 5020.1(k) states, "Local register of historical resources' means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution."

²⁵ Article 11 of the Planning Code addresses resources in the downtown (C-3 use districts), and therefore, although it is an adopted local register, does not apply to the project site.

²⁶ Junior League of San Francisco, *Here Today*, San Francisco: Chronicle Books, 1968.

Other Surveys of Historical Resources

Many surveys of historic resources have been completed in San Francisco at various times, for distinct reasons, by different organizations, and often using different methodologies. A building not being included in one or more of these surveys should not be interpreted as meaning a structure is not a resource by today's standards, although as part of historic evaluation, these surveys are routinely consulted.

1976 Citywide Survey

The 1976 Architectural Quality Survey, or 1976 Survey as it is commonly called, was what is known in preservation parlance as a "reconnaissance" or "windshield" survey. The survey examined the entire City and County of San Francisco to identify and rate, on a scale of -2 (detrimental) to +5 (extraordinary) architecturally significant²⁷ buildings and structures. No research was performed and the potential historical significance of a resource was not considered when assigning ratings. Buildings rated 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. However, because the survey has not been officially adopted by City action, the 1976 Survey has not been recognized by the San Francisco Planning Department as a local register that would indicate whether a property is a historical resource for the purposes of CEQA. Moreover, it should be noted that the 1976 survey is approximately 30 years old, and did not address historical associations. A building's inclusion in the 1976 survey indicates to Planning staff that the building may be a resource and more information is needed.

Of the 50 properties located in the project vicinity, only St. Joseph's Church at 1401 Howard Street was given a rating within the 1976 DCP Survey. This property was assigned an overall Architectural Quality Survey rating of "3," indicating that it was deemed to be of high architectural significance.

San Francisco Architectural Heritage

San Francisco Architectural Heritage (Heritage) is the city's oldest not-for-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. Heritage has completed several major architectural surveys in San Francisco, the most important of which was the 1977-78 Downtown Survey. The primary survey area was published in book form as *Splendid Survivors* in 1978.²⁸ The Heritage survey employed 13 rating categories in four headings: architecture, history, environment and integrity. (These same categories were later adopted for the survey conducted in the development of the Downtown Plan.) Summary ratings from "A" to "D" were assigned to each building on the basis of evaluation in the 13 rating categories: "A"-rated buildings are of Highest Importance, "B"-rated buildings are of Major Importance, "C"-rated buildings are of Contextual Importance, and "D"-rated buildings are of Minor or No Importance. Heritage has rated five properties in the project vicinity. These

²⁷ This use of the word significant in the context of historical resources is to be differentiated from its use under CEQA wherein it denotes an effect that constitutes a substantial adverse change in the environment. Significant, when used in reference to historical resources, denotes a resource's importance.

²⁸ Page, Charles Hall & Associates; and Michael Corbett, *Splendid Survivors: San Francisco's Downtown Architectural Heritage*, prepared for the Foundation for San Francisco's Architectural Heritage. San Francisco: California Living Books, 1979.

include St. Joseph's Church at 1401 Howard Street (rated "A" and mentioned in *Splendid Survivors*) and 272 and 282 Ninth Street, and 241 and 291 10th Street (all rated "C"). The Heritage survey is not recognized by the San Francisco Planning Department as an adopted local register of historic resources for CEQA purposes, as the City has taken no formal action with regard to the survey. However, buildings rated A, B, and C that are not already considered historical resources for other reasons are evaluated as potential resources when being evaluated under CEQA. None of the buildings on the proposed project site were included in the Heritage survey.

Unreinforced Masonry Building Survey, 1990

In 1990, the Landmarks Preservation Advisory Board (LPAB) completed an architectural and historical survey of Unreinforced Masonry Buildings (UMBs) in San Francisco built between 1850 to 1940. This report reviewed prior surveys, including the 1976 DCP Survey, the Heritage Survey, the *San Francisco General Plan* and Planning Code, and state and federal listings. The San Francisco Department of Building Inspection (DBI) compiled a list of approximately 2,000 UMBs in the City at the time of the survey. The South of Market Study Area 2 of the UMB Survey identified eight properties in the project vicinity that are UMBs. These include one of the three buildings on the project site, at 275 10th Street. Also listed were 272 and 282 Ninth Street, 241, 275, and 291 10th Street, 1346 and 1379 Folsom Street, and 1401 Howard Street (St. Joseph's Church). Listing in the UMB survey does not, in itself, connote any historical importance. Rather, the determination whether a listed property is an historical resource must be made based upon other sources.

The South of Market (SoMa) Area²⁹

The area that is now South of Market or, SoMa, was an expanse of sand dunes, scrub oak, swamps and streams when Euro-Americans first began to arrive in San Francisco during the late 1840s. In 1847, surveyor Jasper O'Farrell defined its future character by laying out the blocks south of Market Street to be four times larger than blocks north of Market Street. The sand dunes were leveled and all of the creeks and swamps were quickly filled in. The large and mostly level blocks, combined with the district's proximity to the waterfront and downtown, made it the ideal location for heavy industry. In the 50 years that preceded the 1906 earthquake, SoMa evolved into a mixed-use neighborhood, composed of brick factories, machine shops, and warehouses on the major arterial boulevards, with dense rows of wood-frame rooming houses and workers' cottages on the back streets. The local population comprised mostly immigrant laborers from Ireland, Germany, France and elsewhere. Many of the early residents were single men with seasonal employment in industries like lumber, railroad construction, agriculture, and shipping. Residential hotels with single room occupancy (SRO) were built to house them in their off seasons.

Industry developed in several well-defined clusters, with most of the warehouses and shipping operations located near the waterfront in an area known popularly as the South End. This area extended westward to

²⁹ This summary of the history of SoMa is derived from Page & Turnbull's 2002 report for the Folsom/Dore Apartments (see footnote 17, p. 37).

Third Street. Toward the end of the 19th century, industrial development expanded west and south toward the Mission District. The residential area of the South of Market moved westward too, in order to make way for larger factories and warehouses at the waterfront. By 1900, the South of Market was the second-most densely populated area of San Francisco, containing one-fifth of the City's total population, second only to Chinatown.

The South of Market neighborhood was completely destroyed by the 1906 earthquake and subsequent fire that swept through the mostly wood-frame district. Only the Old Mint on Mission Street and the Main Post Office/Court of Appeals Building at Seventh and Mission Streets were spared by the disaster. Unlike much of San Francisco, which was mostly rebuilt along the lines of what preceded it, the earthquake and fire changed land-use patterns and social characteristics in the South of Market to a great extent. Before 1906, housing and industry had been intertwined in the neighborhood, as it had been since the 1850s. After the disaster, concerns with the safety and commercial efficiency of such an arrangement caused landowners in the area to reconstruct the district primarily as an industrial area. Smaller residential lots were merged and streets that had been largely residential were reconstructed with masonry "fireproof" machine shops, factories and warehouses. Limited residential development also occurred, consisting mostly of rooming houses and some multi-family flats that were located primarily on back streets and alleys. Many of the working-class families who had dominated the district before 1906 were forced to relocate to the Mission and Potrero Districts. Between 1900 and 1910, the population of the South of Market declined by almost two-thirds, from 62,000 to 24,000.

The post-earthquake reconstruction of the South of Market neighborhood was completed within a relatively short time—15 to 20 years in two major building booms: 1906-1911 and 1920-1925. The timing of reconstruction, combined with the fact that many of the buildings were designed by a relatively limited number of architects, resulted in a remarkably uniform building stock. With some exceptions, the majority of the buildings took the form of two- to five-story, reinforced-concrete loft structures with multi-pane steel industrial sash windows and minimal ornament. Most of the architects who worked in the area between 1907 and the 1925 provided a stripped-down Classical Revival aesthetic, popular during the era. Similar to the rest of the City, the South of Market saw little development during the 1930s, 1940s and 1950s, although many residential and commercial buildings were remodeled during these three decades.

By the early 1950s, economic stagnation, poverty and increasing crime led the City to declare a large portion of the South of Market an urban renewal zone. The largest of these "slum clearance" efforts involved the demolition of several entire blocks in an area bounded by Third, Mission, Fourth and Folsom Streets to make way for the Yerba Buena Redevelopment Project, which ultimately—many years later—included the Moscone Center, Yerba Buena Gardens, and several large parking garages and office towers.

The 1990s Internet boom oversaw the partial conversion of the South of Market from an aging post-industrial zone of low rents and traditional industries into the capital of the high technology industry. Changes associated with the influx of internet companies include the conversion of former industrial and

warehousing spaces into office space and housing, characterized at the time by the rapid construction of “live-work” loft buildings on vacant lots or on the sites of demolished structures.

Potential SoMa Historic District

No comprehensive survey and evaluation of the properties in the Western SoMa neighborhood or the overall South of Market area has been completed to date. However, a number of project-specific evaluations in recent years have identified a potential historic district of as-yet undefined boundaries within SoMa that could be eligible for the National Register, based on National Park Service criteria for identification of historic districts. Since 2000, four separate historic properties reports have been prepared—including one specific to the proposed project and one that included two of the three buildings on the project site—in compliance with federal law and regulations governing historic properties.³⁰ These reports, commonly referred to as Section 106 reviews, are required where federal “actions,” including the use of federal housing funds, could result in adverse effects on historic resources. A Section 106 review requires determination of an “Area of Potential Effect” (APE) in which the “undertaking” (project) being reviewed could potentially result in effects on historic resources. In general, for a typical undertaking involving no more than a small number of buildings or lots within a developed urban area, the APE is limited to contiguous properties and those from which the site of the undertaking is directly visible.

The four Section 106 reviews completed in Western SoMa have consistently identified a potential historic district within the greater South of Market neighborhood. Because of the limited extent of the APE for each project, it has been beyond the scope of a project-specific Section 106 review to fully delineate a potential district, at task that would most likely entail surveying most of SoMa. As noted above, the area’s relatively rapid post-earthquake reconstruction, much of it the work of a small number of architects, resulted in a remarkably uniform building stock throughout the SoMa.³¹ Therefore, in the absence of an adopted survey, it may reasonably be inferred that a SoMa historic district could extend roughly from approximately Third Street all the way to the Central Freeway (and perhaps beyond into the northern portion of the Mission District), and from approximately Mission Street south to approximately Townsend Street (see Figure 8). Through a survey effort, other historical contexts could be identified, which could better delineate smaller clusters and/or themes of buildings.

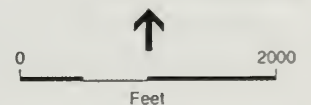
This extensive potential district boundary has not been definitively identified in any historic resource studies, and is presented conceptually to illustrate the potential extent of a historic district. A full evaluation of the entire SoMa would be required before a historic district could be adopted by the City or listed in the California Register. For purposes of this discussion, the eastern boundary of a potential district was assumed to be approximately Third Street, as two existing historic districts (the New Montgomery-Second Street Conservation District under Planning Code Article 11 and the South End Historic District under Article 10) along the Second Street corridor, near Market Street and near the Bay,

³⁰ These include the three reports referred to in footnotes 16 through 18 on p. 35, as well as another report by Page & Turnbull for a project at Eighth and Howard Streets, prepared in 2000.

³¹ Page & Turnbull, 2002 (see footnote 17, p. 37); page 9.



- ◆ Project Site
- Project Vicinity and Survey Area for Historic Resources
- - - Potential Historic District



SOURCE: ESA

Case No. 2005.0634E: 275 10th Street . 206062

Figure 8
Potential SoMa Historic District

respectively. The redevelopment area around Yerba Buena Center would likely be excluded from a potential district, as would the Mission Bay North Redevelopment Area along King Street. Market Street has a distinct commercial, as opposed to industrial, history, and would also be excluded. Within the potential district boundary, other areas might also be excluded if separate and distinct historical trends were identified. Finally, it is also possible that further analysis would suggest that one or more smaller areas would more appropriately be designated historic district(s), rather than the near-entirety of SoMa. Among the key attributes of a potential SoMa historic district would likely be: a period of significance encompassing the two major post-earthquake periods of rebuilding, from 1906 through approximately 1925; a similarity in building styles (generally, restrained Classical Revival, along with Streamline Moderne detailing towards the end of the period of significance) and patterns of development (industrial buildings on the major streets, with residential buildings mostly on the alleys); and a high degree of integrity among district contributors.

Project Vicinity

Architecturally, the project vicinity³² contains a variety of building types characteristic of the South of Market, with a mix of reinforced-concrete light commercial and industrial buildings on the main thoroughfares and smaller wood-frame flats on the mid-block alleys. Typical character-defining features for industrial buildings in the project vicinity include: concrete construction, steel industrial sash, a regular grid of openings, corrugated metal doors, and minimal Classical Revival details typically rendered in sheet metal or stucco. Character-defining features for residential structures in the project vicinity include: wood-frame construction, rustic siding, double-hung sash, flat roofs, box-cornices, and minimal Classical Revival details rendered in wood or stucco. Typically the residential structures have undergone more changes than the industrial buildings. In many cases wood siding has been replaced with stucco, ornament stripped, and wood sash replaced with aluminum casements or sliders. Unlike much of the South of Market, which has experienced the construction of many new “live-work” buildings in the past decade, the project vicinity is relatively untouched.³³ Most of the buildings are still used for light industrial purposes, although there are also some that have been converted to office, entertainment, or other uses, while some are vacant.

The project vicinity shares a similar history with the rest of the greater South of Market district. Prior to 1906, the project vicinity was dominated by multi-unit residential buildings inhabited predominantly by Irish immigrants. The northern half of the west side of 10th Street contained St. Joseph’s Church and Grammar School, and the Convent of the Most Holy Names. The church was originally surrounded by dwellings, whose residents were undoubtedly members of the congregation. The entire neighborhood was completely destroyed in the 1906 Earthquake and Fire, and as a result, no buildings in the project vicinity predate 1906.

³² For purposes of this EIR, the “project vicinity” is defined as the combination of two APEs for recent Section 106 reviews (see discussion beginning on p. 51).

³³ The primary exception is the five-story Folsom/Dore Apartments at 1346 Folsom Street, constructed in 2004.

The vast majority of new buildings that were constructed during the first decade that followed the 1906 disaster were wood-frame residential flats built to replace those lost in the fire. Post-1906 residential construction was largely confined to less valuable lots on the alleys such as Dore Street or the less-valuable mid-block lots on Folsom Street. Most of the more valuable corner lots, as well as the majority of the lots along Ninth, 10th, and Folsom Streets, were not reconstructed during this initial building boom. St. Joseph's Church, which had been located on the same corner at 10th and Howard Streets since 1861, was rebuilt in 1906 as a simple basilica style church and school (now St. Joseph's Parish Hall at 260 10th Street) immediately following the fire. The building was used as a temporary church and school while a new St. Joseph's Church at 1401 Howard Street was being constructed. This Romanesque Revival style church was built between 1913 and 1914, designed by San Francisco architect John J. Foley. Although initially the congregation was predominantly Irish, change occurred over the years and, by the 1980s, St. Joseph's had become the largest Filipino parish in the United States and contained the "National Shrine of Filipinos in the United States," according to Carey & Co. Together, these buildings form the St. Joseph's Church and Complex. (St. Joseph's was closed by the Archdiocese of San Francisco in 1994, one of two Catholic churches closed that year (along with St. Brigid on Van Ness Avenue) that remain closed and vacated; four other churches shuttered in 1994 were re-opened, while three were sold; two of these were subsequently renovated, one for use as a Buddhist temple and one for residential use, while the third, St. Edward the Confessor on California Street, was subsequently demolished.³⁴)

Reconstruction of the project vicinity did not begin in earnest until after the First World War, when general nationwide prosperity and increasing land prices for industrial land made the southwest fringes of the South of Market and the North Mission neighborhoods more attractive for industrial uses. Beginning in 1920, a major building boom hit San Francisco. Approximately half of the buildings that still stand within the project vicinity were built between 1920 and 1929. The overwhelming majority of buildings constructed during the 1920s were reinforced-concrete buildings designed for light industrial and warehouse uses, including two of the three project site buildings, at 64 - 72 Dore Street and 1350 Folsom Street. The 1920s building boom resulted in the transformation of the project vicinity into a predominantly industrial neighborhood characterized by concrete warehouses and machine shops lining the major streets and wood-frame flats clustered on the alleys.

Virtually all development in the project vicinity ceased during the Depression and World War II. By the Post-War period, the project vicinity and the rest of the South of Market had become a densely developed neighborhood. New construction was rare during the second half of the 20th century, as there was little available land and the buildings constructed in the 1920s still continued to be used for the same purposes

³⁴ Don Lattin, "Altars in Escrow," San Francisco Chronicle, March 2, 1997, p. SC-1; available on the internet at: <http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/1997/03/02/SC27778.DTL&hw=lattin&sn=008&sc=769>. Reviewed August 20, 2006; Bob Egelko and Larry D. Hatfield, "Supreme Court upholds right to raze churches," San Francisco Chronicle, May 1, 2001, p. A-15; available on the internet at: <http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2001/05/01/MN58224.DTL&hw=egelko&sn=010&sc=888>. Reviewed August 20, 2006; Richard Paoli, "Basilica Lofts: New life for century-old church damaged in '89," San Francisco Chronicle, May 21, 2000, p. E-14; available on the internet at: <http://www.sfgate.com/cgi-bin/article.cgi?f=/e/a/2000/05/21/REAL11185.dtl&hw=paoli&sn=003&sc=807>. Reviewed August 20, 2006; Archdiocese of San Francisco website: <http://www.sfarchdiocese.org/sfparishes.html>. Reviewed August 20, 2006.

for which they were originally constructed. While some new development and renovations to existing structures has occurred in recent years, the project vicinity still retains much of its 1920s-era industrial feel and setting.

Project Site Description and Brief Building Histories

275 10th Street

The building at 275 10th Street is a one-story warehouse about 7,450-square-feet in size, constructed of brick with a brick veneer exterior, and a pitched parapet on the primary (west) façade facing 10th Street. Metal industrial sash windows dominate its primary façade. A metal roll-up door is located near the center of the façade, and the base is raised above street level. With its gable parapet, brick façade, and metal roll-up door, this building can be classified as an early 20th-century industrial style building (see Figure 9, top photo).

The building at 275 10th Street is an industrial building constructed in 1931, replacing a similarly sized building at the same location. The building design was commissioned by John Cassaretto, a major landowner in SoMa in the 1920s, and was occupied by the G & H Price Pump and Engine Company, owned by Cassaretto. G & H Price were engineers and manufacturers of pumps, irrigation, mining and dredging machinery, with headquarters at 1350 Folsom Street and other holdings at 64 Dore Street (see discussion of 64 – 72 Dore Street and 1350 Folsom Street, below). The 275 10th Street building was designed by architect E.A. Neumarkel, who practiced in San Francisco from the 1910s until at least 1934. By 1947, the building was owned and used by Blum's Packaging Plant, and in that year contractor McGahey & Olson completed interior alterations. In 1991, the building housed a sewing factory owned by Burton M. Miller, and in that year reinforcement work on the parapet wall was undertaken. A seismic retrofit was completed in 2004, according to Carey & Co. The building is currently in limited use by Regent Manufacturing, the most recent industrial occupant of the project site, which is owned by the Miller family. Although built in 1931 at the very end of the industrial building boom that characterized much of the 1920s, the building at 275 10th Street is nonetheless historically associated with this second wave of industrial development in the South of Market.

The 275 10th Street building was evaluated by Carey & Co., which found the building eligible for the California Register as part of a potential SoMa historic district, but not individually eligible for the California Register because "it does not appear to possess sufficient historic significance," as "archival research yielded no information indicating an association with significant historic events, individuals or entities." Carey found that "the building's early-20th century industrial style does not sufficiently embody the distinctive characteristics of the style, type, or period to be individually eligible." However, the building "possesses sufficient contextual significance and integrity as an early-20th century industrial building to be eligible for listing as a contributor to a potential SOMA historic district, based upon its



275 10th Street



1350 Folsom Street



64-72 Dore Street

SOURCE: ESA

Case No. 2005.0634E: 275 10th Street . 206055

Figure 9
Buildings on the Project Site

association with industrial development and its architectural design,” under California Register Criteria 1 and 3 (comparable to criteria A and C under the National Register of Historic Resources).³⁵

64 – 72 Dore Street

The building at 64 – 72 Dore Street, located between Howard and Folsom Streets, is a two-story, reinforced concrete warehouse about 5,050 square feet in size, and designed in a restrained Classical Revival style. Windows on both the ground and second floors include large, metal industrial sash windows, while the second floor also has smaller wood sash double-hung windows. A large combination metal roll-up door and pedestrian entry is centered on the ground floor. The façade is capped by a simple concrete cornice (see Figure 9, lower photo).

The 64 – 72 Dore Street building was constructed in 1922 as an express delivery warehouse, and was designed by architect J.J. Porporato. Its construction was part of the extensive building boom that occurred in the South of Market in the early 1920s. By 1930, 64 – 72 Dore Street was occupied by the G & H Price Pump and Engine Company. By 1947, the building belonged to Fairbanks, Morse, & Co., which carried on the same line of business as G & H Price, according to Page & Turnbull. The structure is currently in limited use by Regent Manufacturing. This building is historically associated with the industrial building boom of the 1920s which characterized the project vicinity and much of the South of Market in general.

1350 Folsom Street

The building at 1350 Folsom is a two-story, reinforced concrete building about 15,190 square feet in size, on the corner of Folsom and Dore Streets, with the primary façade facing Folsom Street. This façade is divided into five bays, dominated by large, metal industrial sash windows on both the ground and second floors. The ground floor also has two pedestrian entries and corrugated metal covering the lower half of the windows for security purposes. The building has a shallow, stepped parapet in an Arts & Crafts design, but a narrow cornice that existed in 2002 has since been removed (see Figure 9, center photo). Like 275 10th Street, 1350 Folsom Street was commissioned in 1922 by John Cassaretto, the owner G & H Price Pump and Engine Company, as described above, and like 64 – 72 Dore Street, the construction of this industrial facility occurred during the post-earthquake SoMa building boom of the early 1920s. The building was used as the headquarters and machine shop for the G & H Price Pump and Engine Company throughout the 1920s and 1930s. By 1947, the building belonged to Fairbanks, Morse, & Co. During the 1950s and 1960s, the building was occupied by Globe of California, a wholesale and retail grocer, according to Page & Turnbull. The building was purchased by Canned Foods, Inc. in 1975. The 1350 Folsom Street building is currently in limited use by Regent Manufacturing. Like the other structures on the project site, this building is historically associated with the industrial building boom of the 1920s which characterized the project vicinity and much of the South of Market.

³⁵ Carey & Co., 2005 (see footnote 16, p. 35), p. 16.

Both the 64 – 72 Dore Street building and the 1350 Folsom Street building were evaluated by Page & Turnbull, which found that each structure possessed sufficient contextual importance and integrity to be identified as a contributor to a potential SoMa historic district.³⁶

Historic Resources Evaluations in the Project Vicinity

The project site and vicinity were surveyed and evaluated as part of two distinct project-specific Section 106 review efforts; 1) the Carey & Co. report prepared in 2005 for this proposed project, which included 29 properties and contains an evaluation of 10 of those properties that were not previously assessed, and 2) the Page & Turnbull report prepared in 2002, which evaluated 43 properties for a separate project at 1346 Folsom Street (Folsom Dore Apartments), including 19 properties subsequently included in the Carey & Co. APE. These combined survey efforts evaluated a total of 53 properties immediately adjacent to one another, and together form the “project vicinity” for the purposes of this EIR (see Table 1). This survey area extends roughly one block in either direction from the project site, generally bounded by Folsom, Howard, Ninth and 11th Streets in the southwestern portion of the SoMa neighborhood, and encompasses portions of Assessor’s Blocks 3517, 3518, and 3519 (see Figure 10, p. 53).

As stated above, the purpose of the Section 106 review is to evaluate effects on historic resources of particular projects, not to survey, evaluate, and document potential historic districts. For the purpose of this EIR, it was necessary to identify a larger historic built context beyond the immediate site to consider the potential historic resource impacts of this project. Without a comprehensive South of Market survey, the two immediately adjacent APEs, (one for the subject project, one for the Folsom/Dore Apartments) have been combined to identify the “project vicinity.” It should be noted that this area is not a discrete potential historic district that has been identified through a survey process. The two APEs represent a typical, generally intact cross-section of the building stock found in South of Market area. Page & Turnbull, in its 2002 report, noted of the APE under evaluation (which included two of the three buildings on the proposed 275 10th Street project site), “the social and architectural history of the APE is fully representative of the South of Market as a whole. Architecturally the APE contains a variety of building types characteristic of the South of Market and Northeast Mission districts, with its mixture of reinforced-concrete light industrial buildings and brick apartment buildings on the main thoroughfares and smaller wood-frame flats on the alleys.”³⁷

While there is only one listed historical resource in the project vicinity (St. Joseph’s Church Complex at 1401 Howard Street/260 10th Street), the two historic resources surveys prepared for the project vicinity by Carey & Co. and Page & Turnbull identified a number of good examples of post-earthquake industrial and residential construction, most of which retain a reasonably high degree of integrity. Although neither study identified any resources that would be eligible for listing on the individual level, both surveys

³⁶ Page & Turnbull, 2002 (see footnote 17, p. 37), pp. 14 – 15.

³⁷ Page & Turnbull (see footnote 17, p. 37); p. 11.

TABLE 1
PROPERTIES WITHIN HISTORIC RESOURCES SURVEY AREA

Number	Street	Block/ Lot	Name (if available)	Year Built	District Contributor? ¹	Code ²	Eval. ³
18-20	Dore	3518/024		1921	Non-contributor	6Z	P&T
34	Dore	3518/024A		1923	Contributor	4D2	P&T
42-44	Dore	3518/037		1985	Non-contributor	6Z	P&T
45	Dore	3518/033		1923	Contributor	4D2	P&T
52	Dore	3518/036		1986	Non-contributor	6Z	P&T
64-72	Dore	3518/029	Cassaretto Building	1922	Contributor	4D2	P&T
123-29B	Dore	3519/062		1906	Non-contributor	6Z	P&T
130	Dore	3519/054		Ca. 1920	Contributor	4D2	P&T
135	Dore	3519/061		Ca. 1920	Non-contributor	6Z	P&T
136-38	Dore	3519/056		1906	Non-contributor	6Z	P&T
139-45	Dore	3519/060		1907	Non-contributor	6Z	P&T
142	Dore	3519/057		1907, 1937	Non-contributor	6Z	P&T
144-46	Dore	3519/058		1907	Non-contributor	6Z	P&T
1275	Folsom	3756/036		1936	Contributor	4D2	P&T
1276-82	Folsom	3729/020		1925	Non-contributor	6Z	P&T
1285	Folsom	3576/030		1923	Contributor	4D2	P&T
1286	Folsom	3729/022		1923	Contributor	4D2	P&T
1295	Folsom	3756/033		1940	Contributor	4D2	P&T
1313-15	Folsom	3519/001		1941	Contributor	4D2	P&T
1331	Folsom	3519/065		1907	Non-contributor	6Z	P&T
1335-39	Folsom	3519/063,064		1922	Non-contributor	6Z	P&T
1346	Folsom	3518/013	Globe Wholesale	1922	Contributor	4D2	P&T
1347-49	Folsom	3519/053		1907	Contributor	4D2	P&T
1350	Folsom	3518/014		1922	Contributor	4D2	P&T
1353-57	Folsom	3519/052		1907	Contributor	4D2	P&T
1359	Folsom	3519/051		1925	Contributor	4D2	P&T
1365	Folsom	3519/050		1907	Non-contributor	6Z	P&T
1379-81	Folsom	3519/046		1921	Contributor	4D2	P&T
1400	Folsom	3517/013	Kleiber Motor Truck Co.	1924	Contributor	3D	Carey
1375	Howard	3518/044	Kelly Paper Store	1923	Contributor	3D	Carey
1401	Howard	3517/035	St. Joseph's Church	1913	Not evaluated	1S	Carey
218-20	Ninth	3518/002		Ca. 1930	Contributor	4D2	P&T
228-30	Ninth	3518/003		1924	Non-contributor	6Z	P&T
234-40	Ninth	3518/004		1925	Contributor	4D2	P&T
244	Ninth	3518/005		1924	Contributor	4D2	P&T
248	Ninth	3518/006		1907	Contributor	4D2	P&T
252	Ninth	3518/007	Buckley & Curtin Bldg.	1907	Contributor	4D2	P&T
258	Ninth	3518/008	B & G Foods	1927	Contributor	4D2	P&T
264	Ninth	3518/009	Miles Radiator Service	1907	Contributor	4D2	P&T
268-70	Ninth	3518/010		None	Non-contributor	6Z	P&T
271-75	Ninth	3529/024	Standard Distribution Co.	Ca. 1925	Contributor	4D2	P&T
272-74	Ninth	3518/011	Laughton Apartments	1912	Contributor	4D2	P&T
277-97	Ninth	3729/023		1906	Contributor	4D2	P&T
282-98	Ninth	3518/012	Graham Apartments	1926	Contributor	4D2	P&T
291	Tenth	3518/016	E. W. Bennett & Co. Bld.	1906, 1910	Contributor	4D2	P&T
299	Tenth	3518/015		1927	Contributor	4D2	P&T
240	Tenth	3517/036		1961	Non-contributor	6Z	Carey
241	Tenth	3518/020,038	Hertz Local Edition	1921	Contributor	3D	Carey
250	Tenth	3517/038	St. Joseph's Family Ctr.	1961	Non-contributor	6Z	Carey
255-265	Tenth	3518/018	AA Auto Rpr./Pac. Mtrs.	1932	Contributor	3D	Carey
260	Tenth	3517/017	St. Joseph's Parish Hall	1906	Not evaluated	1S	Carey
260	Tenth	3517/017	Children's Village CDC	1959	Non-contributor	6Z	Carey
275	Tenth	3518/017		1931	Contributor	3D	Carey

¹ Contributor to Potential SoMa Historic District


² California Historical Resource Status Code; in general, codes 1 through 5 denote historical resources; 3D and 4D indicate resource is potentially eligible for listing in California Register as a contributor to a historic district; 6Z indicates resource is ineligible.

³ Evaluated by: P&T – Page and Turnbull; Carey – Carey & Co. Inc. (see footnotes 16 and 17, p. 35).

SOURCE: Environmental Review Office Memorandum Regarding 2660 Harrison Street, March 31, 2006 (see footnote 43, p. 59).



 Project Site

 Project Vicinity and Survey Area
for Historic Resources

3520 Assessor's Block Number

Note: This survey area was established for the purposes of this EIR evaluation, and is not meant to represent a comprehensive boundary for what could be a larger SoMa survey area and potential historic district.



SOURCE: ESA

Case No. 2005.0634E: 275 10th Street . 206062

Figure 10
Historic Resources Survey Area

identified the existence of the potential South of Market historic district discussed above. In the context of this potential district, the surveys found that most of the properties within the project vicinity are of contextual importance and share a common historical context of post-earthquake reconstruction that took place in two separate periods of intensive building (1906-1907 and 1920-1925). An especially intact cluster of architecturally coherent historic industrial buildings exists along the 200 block of Ninth Street, between Folsom and Howard Streets, and a smaller cluster of well-preserved and historic flats exists on the south side of Folsom Streets, between Dore and 10th Streets. Individual properties of particular architectural significance that display a high level of integrity include 1350 Folsom Street (on the project site), along with 1275, 1295, 1353-57 and 1379 Folsom; 218-22, 258, 271-75 and 282-98 Ninth Street; and 275 10th Street (on the project site), along with 241, 255, 291 and 299 10th Street.

While the boundaries of a potential SoMa historic district have not been fully delineated, the project site buildings and many other buildings in the vicinity would likely be considered a part of the potential National Register-eligible district. Of the 50 properties in the project vicinity, 31 would contribute to a potential SoMa historic district, including all three project site buildings. These contributory buildings were assigned an National Register rating of “4D2” by Page & Turnbull (prior to the 2003 adoption by OHP of new California Register status codes), meaning that they “may become eligible for the National Register as a contributor with more research on a District.” Carey & Co. concurred in the Page & Turnbull findings regarding eligibility as contributors to a potential historic district for buildings that were in both APEs and, for buildings not previously evaluated by Page & Turnbull, Carey & Co. found that buildings at 275 10th Street (on the project site), 241 10th Street, 255-265 10th Street, 1400 Folsom Street, and 1375 Howard Street, Carey & Co. assigned California Register status codes (under the new system) of 3D/7N1, indicating “Appears eligible for the National Register as a contributor to a National Register-eligible district through survey evaluation,” and “Needs to be reevaluated—may become eligible for the National Register ... when [the building] meets other specific conditions” (in this case, definition of a district). Nineteen of the 50 properties in the project vicinity would not contribute to a potential historic district because the building is less than 45 years old or has been altered to such a degree that it retained little or no architectural significance, or because the lot is vacant. As such, these properties would not qualify as historic resources as defined by CEQA.

Based on the Section 106 reviews recently completed for the proposed 275 10th Street project and for the nearby Folsom Dore Apartments, none of the buildings on the project site appear to be individually eligible for listing in the National Register or California Register. However, the three buildings retain a high level of integrity and, according to Carey & Co. and Page & Turnbull, are considered contributors to a potential South of Market historic district. As contributors to a potential historic district, the project site buildings at 275 10th Street, 64 – 72 Dore Street, and 1350 Folsom Street, therefore, while not individually eligible for listing in the National Register or California Register, are considered historical resources as defined by CEQA as contributors to a potential SoMa historic district.

Impacts

Significance Criteria

A project is generally found to have a significant effect on the environment if it will substantially adversely affect a property of historic significance in such a way as to take away from that property the quality for which it is judged historical. CEQA Section 21084.1 states “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” A “historical resource” is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, one that is identified as significant in a local register of historic resources, such as Articles 10 and 11 of the *San Francisco* Planning Code, or one that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g). A resource that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g), is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise. Section 5024.1(g) sets forth guidelines for historical resource surveys, including, among other things, listing the results in the State Historic Resources Inventory and preparation of the survey according to State Office of Historic Preservation procedures. In general, project-specific historical resource surveys performed as part of CEQA review in San Francisco will meet these guidelines and, therefore, resources identified as having California Historic Resource status codes of 1 through 5 on such surveys will normally be determined to be historical resources for CEQA purposes.

A “substantial adverse change” is defined by CEQA Guidelines Section 15064.5 as “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” The significance of an historical resource is “materially impaired,” according to Guidelines Section 15064(b)(2), when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that:

- A. convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- B. account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- C. convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

In general, a project that would comply with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (including the Standards for Rehabilitation) is considered mitigated to a less-than-significant level (CEQA Guidelines Sec. 15064.5(b)(3)).

CEQA Guidelines Section 15126.4(b)(2) states that, “In some circumstances, documentation of a historical resource, by way of historic narrative, photographs, or architectural drawings as mitigation for the effects of demolition of the resources will not mitigate the effects to a point where clearly no significant effect on the environment would occur.”³⁸ In such cases, the demolition or substantial alteration of a historical resource would remain a significant and unavoidable impact on the environment even after the historical documentation has been completed.

Impact Evaluation

The proposed project would result in demolition of all three buildings on the project site and construction of a new five-story (approximately 50-foot-tall) mixed-use residential building with 135 units of housing. As noted in the setting, while none of the project site buildings appear individually eligible for listing in the National Register or California Register, the three buildings each would contribute to a potential South of Market historic district due to their relatively high level of physical integrity, and contextual contribution to the larger neighborhood (potential historic district), and thus each of the three buildings is considered an historical resource under CEQA. Therefore, the project would result in a significant impact that could not be mitigated to a less-than-significant level.

In addition to demolition of the three buildings on the project site, the proposed project would also affect the potential historic district, both by demolition of the three contributing resources and by construction of a new, larger structure within the historic context. The project could also affect existing historical resources in the immediate vicinity.

The loss of the three contributors to the potential, not-yet-defined SoMa historic district would represent a relatively small percentage of the overall number of potential district contributors in the project vicinity (three out of 31, or fewer than 10 percent) and an even smaller percentage in a larger historic district in Western SoMa or even the entire South of Market neighborhood. For example, if a potential district were to cover most of SoMa west of Third Street, as discussed on p. 44, such a district might include as many as 2,500 properties or more; even a district limited to Western SoMa could have as many as 1,200 properties or more. Regardless, as stated above, demolition of potential district contributors, even in a district that has yet to be fully defined or delineated, and thus has not formally been determined eligible for the California Register, would be considered a significant impact to the three *individual* historical resources. However, the effect *on the potential district* of demolition of three contributing resources, none of which are identified as important enough to be individually eligible for the California Register, would not be of a sufficient degree to disqualify the South of Market, or even the smaller Western SoMa neighborhood, from consideration for listing as a National or California Register-eligible historic district, given the dozens or possibly hundreds of contributors to this potential district. With the loss of these buildings, the potential historic district would have an incrementally, but not substantially, diminished

³⁸ Case law has held that, at least in the instance of a major historical resource, commemoration of the resource cannot mitigate, to a less-than-significant level, the impact of demolition of the resource. (“A large historical structure, once demolished, normally cannot be adequately replaced by reports and commemorative markers.” *League for Protection of Oakland’s Architectural and Historic Resources v. City of Oakland*, 52 Cal. App. 4th 896, 1997.)

capacity to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906 Earthquake and Fire. Moreover, as noted above, none of the buildings are identified as individually eligible for the California Register, as none was determined to be associated with events or persons of sufficient historic significance or to sufficiently embody distinctive characteristics of style, type, or period to warrant individual listing. As such, the proposed project would not have a significant impact on the potential, as-yet undefined historic district.

As to the effects of the proposed new structure, the proposed project would be a modern architectural design, built as a one-story concrete podium with four stories of wood-frame construction above, with exterior elevations clad in varying textures of cement plaster (stucco). It would have floor-to-ceiling aluminum frame casement windows that would project from the façade in three-part bays. The ground floor would be clad in stucco and ceramic tile, with floor-to-ceiling storefront windows on the Folsom Street façade, and an inset and landscaped entry garden on 10th Street. The flat roof would have a metal tube railing at the parapet, with a stair tower and elevator overrun approximately 10 feet tall located near the center of the L-shaped building plan. According to the project architect, the contemporary design is intended to reflect the architectural forms of the industrial buildings surrounding it, including simple, symmetrical façades, internal framing expressed on the exterior façade, and with greater than 50 percent of the wall area devoted to windows.³⁹

Buildings immediately adjacent to the proposed project include 299 10th Street, a single-story reinforced concrete service garage built in 1927; 291 10th Street, a three-story brick industrial building built circa 1906-1910; 255-265 10th Street, a single-story reinforced concrete auto repair shop built in 1932; and a modern two-story concrete warehouse built in 1986. Aside from the 1986 building, the other buildings immediately adjacent to the proposed project would be contributors to a potential South of Market historic district, according to the Carey & Co. and Page & Turnbull reports, although none except St. Joseph's Church and Parish Hall are individually listed on, or eligible for, the California Register. Many other buildings in the project vicinity would also contribute to such a potential SoMa historic district.

The proposed new building would be two to four stories taller than several of the buildings immediately adjacent to it and those on the project side of Dore Street. The proposed project would be of similar height as the three-story brick industrial building at 291 10th Street, as well as the five-story, modern residential building (Folsom Dore Supportive Apartments) at 1346 Folsom Street, built in 2004, and the three-story residential-over-commercial buildings to the east, on Ninth Street at Folsom Street. Overall, the proposed project would depart from Western SoMa's historical development pattern of brick and concrete commercial and light industrial facilities along the main streets and smaller-scale wood-frame residential uses on the alleys. Instead, the proposed project would be similar in scale to a number of newer residential buildings that, in addition to the Folsom Dore project, include buildings at Eighth and Howard Streets and on Harrison Street between Eighth and Ninth Streets. Moreover, as to use, the

³⁹ Gabe Fonseca, Herman & Coliver Architecture, personal communication with Brad Brewster, ESA, May 8, 2006.

proposed project would add an additional residential use onto one of the neighborhood's main streets, as opposed to the historical pattern of most residential uses occupying the alleys. While this would alter historical relationships between buildings, the project would be consistent with the contemporary context of recently constructed larger residential building in the immediate neighborhood and nearby, most of which have at least one frontage on a major street.

The proposed project would be constructed on the same block as St. Joseph's Church and Parish Hall Complex at 1401 Howard/260 10th Street, which is listed in the National and California Registers, and is designated San Francisco Historical Landmark No. 120. The proposed project would not significantly affect the historic setting of this property because they would be separated by a relatively far distance of about 250 feet, including two intervening buildings and the width of 10th Street. The proposed project, at 50 feet in height, would not visually compete or otherwise overwhelm the church, whose spires rise to about 60 feet and 75 feet in height, respectively. Finally, because the project and the landmark property would be located at opposite ends of the block, they would not generally be perceived together as a single visual element. As such, the proposed project would have a less-than-significant impact on the historic setting of St. Joseph's Church and Complex.

Although the proposed project's design is intended to reflect some of the architectural cues of the surrounding industrial buildings, the overall height, mass, and use of modern materials (i.e., stucco, aluminum frame glazing, etc.) would noticeably contrast with the relatively low-rise, smaller-scale, brick and concrete industrial buildings with steel industrial sash windows in the project vicinity. These changes alone would not likely be of a sufficient magnitude to disqualify the South of Market, or even the smaller Western SoMa neighborhood, from consideration for listing as a National or California Register-eligible historic district, given the possibly hundreds of contributors to this potential district. As with the demolition of the three buildings on the project site, construction of the proposed project would incrementally, but not substantially, diminish the capacity of the potential historic district to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906 Earthquake and Fire. As such, construction of the proposed project would not have a significant impact on the potential, as-yet undefined historic district.

In summary, demolition of the three buildings on the project site would result in a significant impact due to the loss of three historical resources, but the demolition of these three structures would not result in a significant adverse effect on the potential historic district, nor would the construction of the proposed project building result in a significant effect on the historic district, or of individual historical resources in the vicinity. As the demolition of a historical resource generally cannot be fully mitigated to a less-than-significant level, the impact of demolition of the three project site buildings would be considered significant and unavoidable. Mitigation in the form of documentation of the buildings prior to demolition, identified in Chapter IV (see p. 66), would reduce the impact, but not to a less-than-significant level. Only selection of the No Project Alternative or the Full Preservation Alternative, described in Chapter VI, p. 73, would fully avoid the impact.

Cumulative Impacts

While analysis of cumulative impacts is one of the most complicated aspects of CEQA review, it appears clear that the intent of both CEQA and the state CEQA Guidelines is that cumulative impacts analysis should ensure that agencies do not ignore the incremental impacts of many individual projects when these impacts, together, could result in substantial adverse change. Cumulative impacts are those impacts “created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts,”⁴⁰ and which are “cumulatively considerable,” meaning that “the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.”⁴¹ It is in this light that the following analysis is presented.

The proposed project could combine with other past, present and future projects in the South of Market neighborhood to result in the loss of additional contributing resources to a potential SoMa historic district.

The SoMa neighborhood has been the center of intense development pressures in the last decade that have eliminated many potential historical resources and/or potential district contributors, and the area continues to be the site of other projects that may do the same. For example, the Folsom Dore Apartments at 1346 Folsom Street eliminated one potential SoMa historic district contributor: the former 1922 Globe wholesale Grocery Warehouse at the same address, according to Page & Turnbull. Approximately ten⁴² potential district contributors were demolished to make way for two residential apartment complexes at 165 Eighth Street (the 165 Eighth Street Apartments) and 1180-90 Howard Street (the Eighth and Howard Family Apartments and SoMa Studios), completed in 2001 and 2003, respectively. The Planning Department maintains a list of more than 12 pending projects in SoMa that would demolish or substantially alter more than 20 existing industrial/warehouse and commercial structures and replace them with multi-family housing (see Table 2).⁴³ While it is unknown how many of these existing building are contributors to a potential SoMa historic district until they are surveyed and evaluated, approximately ten of them were constructed between 1900 and 1930, and as such, may qualify as district contributors given their location, age, and construction type.⁴⁴ Given recent trends, it can be reasonably anticipated that other, future projects will be proposed in SoMa that could threaten additional contributory resources within the potential historic district.

As described above, no comprehensive survey and evaluation of the properties in the Western SoMa neighborhood or the remainder of the South of Market district has been undertaken to date. The four project-specific surveys that have been undertaken in the Western SoMa neighborhood have identified a

⁴⁰ CEQA Guidelines Sec. 15130(a)(1)

⁴¹ CEQA Guidelines Sec. 15065(a)(3)

⁴² ARG, 2000 (see footnote 18, p. 37). Buildings assigned “4D2” formerly located on Eighth Street between Howard and Natoma Streets.

⁴³ Memorandum from Paul Maltzer, Environmental Review Officer, to the San Francisco Planning Commission, Re: 2660 Harrison Street Negative Declaration, Board of Supervisors Decision, Findings and Implications, March 31, 2006 (Attachment B: Projects Within Eastern Neighborhoods Potentially Subject To 2660 Harrison Findings)

⁴⁴ Year built information for each project site was obtained from assessor’s parcel records.

TABLE 2
PROJECTS THAT COULD AFFECT THE POTENTIAL SOMA HISTORIC DISTRICT

No.	Case No.	Description	Year Built ¹
1	2005.0634E	275 10th Street – Demolish three existing buildings, construct 135 single-room-occupancy units, ground floor 3,000 sf commercial use, off street parking in new 5-story bldg. (Proposed Project)	1922, 1922, 1931
2	2005.0200E	121 Ninth Street – Demolish existing commercial warehouse, construct 20 dwelling units, 700 sf ground floor commercial use, 17 stacked parking	1921
3	2005.0041E	460-62 Bryant Street – Retrofit two vacant UMB warehouse buildings, adaptively reuse to accommodate 50 dwelling units, 8,500 sf commercial use and 62 parking spaces	1907
4	2005.0424E	465 Tehama Street – Demolish existing vacant warehouse, subdivide lot, construct two buildings each consisting of 25 dwelling units and limited off-street parking	1924
5	2005.0470E	166 Townsend Street – Adaptive reuse and construction of a five-story, mixed use project with 66 dwelling units, approximately 74 parking spaces, and approximately 1,715 square feet of ground floor retail use. The existing building on the project site is an historical resource.	1900
6	2004.0588E	255 Seventh Street (Westbrook Plaza) – The site is occupied by two commercial structures and a surface parking lot. The proposed project would demolish existing structures and result in the construction of two new buildings: a five-story, building with three levels of residential use (30 dwelling units) above a two-level health center; and a four-story residential building (19 dwelling units). 47 subsurface parking spaces would be provided.	1924
7	2004.0999E	251 Sixth Street – The site is occupied by an industrial use. The proposed project would demolish the existing structure and in its place construct a new four-story building with 83 single-room-occupancy (SRO) nits and about 1,450 gsf of commercial or community space.	1946
8	2003.1194E	346 Ninth Street – Demolish a two-story office/commercial structure and construction a five-story structure w/ 52 SRO units, 6 dwelling units & 4125 square feet of commercial tenant space.	1920
9	2005.0759E	725-765 Harrison Street – Construct 510 new dwelling units, 30,500 sf of retail/commercial space, and 382 parking spaces. Project would encompass five buildings, at 85 feet in height, totaling 646,400 gsf. Eight existing buildings would be removed.	1900, 1912, 1924, 1941, 1951
10	2005.0990E	537 Natoma Street – Demolish an existing one-story commercial/warehouse building and construct a new, four-story residential building with 14 units and 14 parking spaces in a ground floor garage.	1945
11	2005.1019E	655 Fourth Street – Demolish an existing two-story industrial building and construct a new residential building with 192 units, ground floor retail and 46 parking spaces.	1947
12	2006.0072E	456 Clementina Street – Demolish an existing one-story warehouse and construction of a four-story residential building with 12 dwelling units, ground-floor retail and 3 off-street parking spaces.	1950
13	2006.0241E	935 Folsom Street - Demolish an existing industrial building and construct a new 8-story residential building with 69 dwelling units and 56 off-street parking spaces.	1923

¹ Construction year based on assessor's records.

SOURCE: Major Environmental Analysis Memorandum Regarding 2660 Harrison Street, March 31, 2006 (see footnote 43, p. 59).

potential historic district, to which many existing buildings in Western SoMa would contribute; given the post-earthquake rebuilding of the entire South of Market, it is reasonable to assume that many SoMa buildings outside of Western SoMa would also be contributors to a potential district. This analysis considers that designation of a SoMa historic district may be reasonably foreseeable, and therefore

evaluates whether the incremental effects of the proposed project would have a cumulatively considerable impact on the resources that establish the area's potential eligibility for historic district status.

Given past, present, and future projects that have demolished or could in the future demolish potential SoMa historic district contributors, the project-specific impact associated with the loss of the three project site buildings could constitute a cumulatively considerable contribution to a significant loss of historic resources in the South of Market neighborhood. The 12 pending projects noted above constitute only those projects on file as of March 2006. Given the level of development activity in the South of Market in recent years, it is reasonable to assume that additional projects will be proposed that would result in demolition of more potential contributors to a potential SoMa historic district, and that the eventual result could be "material impairment" of the potential district. Therefore, because the extent of the district has not been defined, the presumed cumulative loss of contributing resources to a potential SoMa historic district would likely result in a significant adverse effect on the potential district. In the spirit of the CEQA Guidelines' direction in regard to cumulative impact analysis, and because of the lack of information concerning the extent and integrity of the potential SoMa historic district, this EIR, for purposes of a conservative analysis, finds that the project's cumulative effect on the potential historic district would be significant.

No further mitigation beyond recordation of the historic resources is available to lessen the project's contribution to the cumulative impact on the potential SoMa historic district. Once the SoMa area is fully surveyed and any historic district formally identified, the City would be able to identify applicable historical resources and both the City and project sponsors would know in advance whether a particular site contains such resources, which could reduce the likelihood of adverse effects to the more important historical resources.

C. Growth Inducement

In general, a project would be considered growth-inducing if its implementation would result in a substantial population increase and/or new development that might not occur if the project were not approved and implemented, such as by removing barriers to subsequent development by providing new infrastructure that includes capacity for further development. The proposed project, an infill development consisting of supportive housing for chronically homeless individuals, would be a specialized type of residential project whose development at the project site would not be anticipated to substantially influence subsequent development, in that there are a limited number of non-profit housing developers and public agencies who are able and willing to provide the kind of housing that would be provided by the proposed project. Moreover, with about 135 SRO dwelling units, each anticipated to house one individual, the project would not result in substantial population growth. Rather, because it would be geared towards chronically homeless people, the proposed project would be expected to be populated largely or entirely by persons who currently have no permanent residence in San Francisco. However, as noted in Section III.A, Land Use, Planning, and Population, the project, along with other supportive housing and market-rate housing projects, could combine to indirectly prompt further loss in PDR uses and jobs in the project vicinity. In sum, while the project would not result in substantial population growth, as noted in the discussion of cumulative land use impacts, the project would contribute to anticipated future losses in PDR land and building space, and potentially to a loss of PDR businesses and jobs, which could help facilitate further conversion of PDR land to residential and other uses.

The project would be located in an urbanized area and would not provide new infrastructure that would provide added capacity for other kinds of development in the vicinity.

D. Other Items Not Included in the Initial Study

On May 23, 2006, following publication of the Initial Study, the Board of Supervisors adopted Ordinance 116-06, directing that the City employ a CEQA Initial Study Checklist based on the form included in Appendix G of the state CEQA Guidelines. Accordingly, the Planning Department has recently adopted a new Initial Study Checklist, consistent with Appendix G but also incorporating additional questions specific to the urban environment of San Francisco. This new checklist includes some questions not included in the Initial Study for the proposed project, published on April 8, 2006. The following discussion provides information about the proposed project's effects on those issues included in the new checklist.

Transportation

The proposed project would not result in a change in air traffic patterns, and, therefore, would not result in substantial safety risks related to air traffic. The project would not adversely affect any LOS standards established by the San Francisco Transportation Authority. The proposed project would not conflict with adopted policies, plans, or programs supporting alternative transportation. There are no unusual design features or uses proposed as part of the project that would substantially increase traffic hazards. Likewise, the proposed project would not result in a significant impact with regard to emergency access, as the project site is accessible from major streets, including both 10th and Folsom Streets.

Noise

The project site is not within an airport land use plan area, nor is it in the vicinity of a private airstrip; these issues are, therefore, not addressed further. Because pile-driving is not proposed as part of the project, the project would not result in unusual levels of groundborne vibration that would be expected to disturb nearby residents or businesses, and vibration impacts would be less than significant.

Recreation

Recreation and Park Department properties within six blocks of the project site include Civic Center Plaza, the South of Market Recreation Center (Sixth and Folsom Streets), Victoria Manalo Draves Park (now under construction on the block bounded by Sixth, Seventh, Folsom, and Harrison Streets), and the Howard-Langton Mini Park (near Seventh and Howard Streets). The proposed project would provide on-site open space, for passive recreational use, for project residents, in the form of a common courtyard in the center of the project. The project would be located within walking distance of the above-noted parks and open spaces. Thus, project residents would have convenient access to private and public open space. Because the proposed project would provide housing for formerly homeless persons, it would not necessarily result in any increase in demand for local open spaces. At any rate, the project would not substantially increase demand for or use of either neighborhood parks, such as those noted above, or citywide facilities such as Golden Gate Park, such that substantial physical deterioration would be expected. The incremental residential growth that would result from the proposed project would not

require the construction of new recreational facilities or the expansion of existing facilities. The project would have no direct adverse effect on existing recreational facilities.

Utilities and Public Services

No new water delivery or wastewater collection and treatment facilities would be required to serve the proposed project, and the project would not result in a population increase beyond that assumed for planning purposes by the San Francisco Public Utilities Commission (SFPUC), which provides both water and wastewater service in San Francisco. Project solid waste would be collected by Sunset Scavenger Company, hauled to the Norcal transfer station near Candlestick Point, and recycled as feasible, with non-recyclables being disposed of at Altamont Landfill, where adequate capacity exists to serve the needs of San Francisco. The project site is within an urban area that is served by public services, including fire and police services, public schools, parks, and other services. Fire stations located nearby include Station 8, on Bluxome Street between Fourth and Fifth Streets, Station 36, on Oak Street between Gough and Franklin Streets, Station 1, on Howard Street between Second and Third Streets, and Station 29, at 16th and Vermont Streets. The San Francisco Police Department's Southern Station, at 855 Bryant Street (the Hall of Justice), is five blocks from the project site. As the proposed project would provide housing for formerly homeless persons, it would not necessarily result in any population increase in San Francisco. At any rate, the incremental increase in demand for public services on the site would not in excess of amounts expected and provided for in the project area, and would not necessitate the need for new or physically altered governmental facilities.

Biological Resources

There are no adopted habitat conservation plans applicable to the project site, nor does the site include any riparian habitat.

Hydrology

Flooding hazards are not an issue because the project area is not subject to flooding and the project would have no impacts on flooding, as the amount of impervious surface at the site would not change due to the project. No portion of San Francisco is within a 100-year flood zone, and the project site is not subject to inundation in the event of reservoir failure.

Hazards

The project site is not within an airport land use plan area, nor is it in the vicinity of a private airstrip; these issues are, therefore, not addressed further.

Mineral and Energy Resources

No mineral resources are located on or near the project site, and the project would have no effect on mineral resources.

Agricultural Resources

No agricultural resources are located on or near the project site, and the project would have no effect on agricultural resources.

CHAPTER IV

Mitigation Measures

There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); compliance with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint; and observance of State and federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos.

Mitigation Measures included in the Initial Study are indicated by an asterisk (*).

Mitigation Measures

Historical Resources

Mitigation Measure 1a—HABS-Level Recordation

To partially offset the loss of the project site buildings, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- **Written data:** A brief report documenting the existing conditions and history of the building shall be prepared, focusing on the building's architectural and contextual relationship with the greater Western SoMa neighborhood.
- **Photographs:** Photographs with large-format (4x5-inch) negatives shall be shot of exterior and interior views of all three project site buildings. Historic photos of the buildings, where available, shall be photographically reproduced. All photos shall be printed on archival fiber paper.
- **Drawings:** Existing architectural drawings (elevations and plans) of all three the project site buildings, where available, shall be photographed with large format negatives or photographically reproduced on mylar.

The completed documentation package shall be submitted to local and regional archives, including but not limited to, the San Francisco Public Library History Room, the California Historical Society and the Northwest Information Center at Sonoma State University in Rohnert Park.

Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level. CEQA Guidelines Section 15126.4 states that, "In some circumstances, documentation of an historical resource, by of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur." As such, HABS recordation does not fully mitigate the loss of historic structures. Although the primary significance of the project site buildings relates to their contextual association with the SoMa neighborhood and not as significant works of architecture, nonetheless, demolition of the project site buildings would result in significant, unavoidable impact on historical resources.

Air Quality

Mitigation Measure 2—Construction Air Quality

- * The project sponsor would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractors obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulate and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when truck are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the project site with water during demolition, excavation and construction activities; sprinkle unpaved exterior construction areas with water at least twice per day, or as necessary; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand, or other such materials; and sweep surrounding streets during demolition, excavation, and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Hazardous Materials

Mitigation Measure 3—Underground Tanks and Contamination

- * ***Step 1: Determination of Presence of Lead-Contaminated Soils***

The project sponsor shall submit the Phase I and Phase II Environmental Site Assessments and a fee of \$414 in the form of a check payable to the San Francisco Department of Public Health

(DPH), to the Hazardous Waste Program, Department of Public Health, 101 Grove Street, Room 214, San Francisco, California 94102. The fee of \$414 shall cover three hours of soil testing report review and administrative handling. If additional review is necessary, DPH shall bill the project sponsor for each additional hour of review over the first three hours, at a rate of \$145 per hour. These fees shall be charged pursuant to Section 31.47(c) of the San Francisco Administrative Code. DPH shall review the soil testing report to determine to whether soils on the project site are contaminated with lead at or above potentially hazardous levels. If DPH determines that the soils on the project site are not contaminated with lead at or above a potentially hazardous level (i.e., below 50 ppm total lead), no further mitigation measures with regard to lead-contaminated soils on the site would be necessary.

Step 2: Preparation of Site Mitigation Plan

Based on the results of soil testing for the Phase II Environmental Site Assessment, the project sponsor shall prepare a Site Mitigation Plan (SMP). The SMP shall include a discussion of the level of lead contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site; and 4) provisions for testing stockpiled soils prior to their disposal. The SMP shall be submitted to the DPH for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

Step3: Handling, Hauling, and Disposal of Lead-Contaminated Soils

Specific work practices: If based on the results of the soil tests conducted, DPH determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations, including OSHA lead-safe work practices) when such soils are encountered on the site.

Dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

Surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

Soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where lead-contaminated soils have been excavated and removed, up to construction grade.

Hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

Step 4: Preparation of Closure/Certification Report.

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing lead-contaminated soils from the project site, whether the construction contractor

modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

Archaeological Resources

Mitigation Measure 4—Potential Subsurface Resources

- * The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public

interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

CHAPTER V

Significant Environmental Effects That Cannot Be Avoided if the Proposed Project is Implemented

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the State CEQA Guidelines, potential impacts that could not be eliminated or reduced to an insignificant level are limited to effects on land use and historical resources.

Significant Unavoidable Land Use Impact

Regarding land use, the project would contribute to the cumulative impact of the anticipated future loss of PDR building space and land in San Francisco, and potentially to a concomitant loss of PDR businesses and jobs.

The cumulative land use effect (loss of PDR land, space, and potentially jobs) could not be fully mitigated with implementation of the proposed project, as the project would convert an existing PDR building to primarily residential use. Implementation of the No Project Alternative might avoid this impact, depending on use(s) that would reoccupy the site.

Significant Unavoidable Impacts on Historical Resources

Concerning historical resources, the project would result in demolition of the three existing buildings on the project site, at 275 10th Street, 1350 Folsom Street, and 64 – 72 Dore Street. Based on the analysis prepared for this EIR, each of these buildings is considered a historical resource under CEQA as a contributing structure to a potential historic district in the South of Market neighborhood that could be eligible for listing, as a district, on the California Register of Historical Resources. The project would also contribute to a cumulative effect on the potential district related to recent, current, and ongoing development in the South of Market area.

This impact of demolition of the three buildings could be reduced in severity through mitigation measures identified in the EIR, but would not be fully mitigable. Therefore, this impact is considered significant and unavoidable if the project is implemented. Implementation of the No Project Alternative or Preservation Alternative would avoid this impact. Regarding the cumulative effect on the potential historic district, no additional mitigation is identified. However, the City could undertake a comprehensive survey to determine whether designation of a local historic district under Article 10 of the Planning Code would be appropriate. If undertaken, this survey would identify applicable historical

resources and both the City and project sponsors would know in advance whether a particular site contains such resources, which could reduce the likelihood of adverse effects to the more important historical resources..

The conclusions in this chapter are subject to final determination by the Planning Commission as part of its certification process for the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

CHAPTER VI

Alternatives to the Proposed Project

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives, if feasible, instead of approving the proposed project.

A. Alternative A: No Project

Description

This alternative would entail no change to the site, which would remain in its existing condition. Each of the buildings on the project site would be retained. As to uses, the most recent PDR tenant has relocated most operations from the site and it is assumed that this former manufacturing use would not remain. However, for purposes of analysis, it is assumed that under this alternative that another PDR business may occupy the project site, and that the site would therefore be used for publishing, audio/visual, arts, clothing, transport, food/event, furniture, construction, equipment, vehicle, or other PDR use; alternatively, it is possible that a different type of use, such as a retail store, could occupy at least a portion of the existing buildings.⁴⁵

Because this alternative is assumed not to include the development of affordable housing on the project site, which is the purpose for which the San Francisco Redevelopment Agency purchased the project site from the prior owners, it is assumed that the Agency would offer the site for sale.

Impacts

Under this alternative, the project impacts that are described in Chapter III and in the Initial Study would not occur. In particular, the three buildings on the project site would not be demolished, and the project would not result in the loss of PDR land or building space. This alternative, therefore, would avoid the significant and unmitigable effect on land use (cumulative loss of PDR space) and historical resources (demolition of the buildings and cumulative effect on the potential historic district) that would occur with implementation of the proposed project. Depending upon the use(s) that would occupy the site, this alternative also might avoid the significant, unmitigable cumulative land use impact to which the project would contribute.

⁴⁵ Retention and occupancy of the existing buildings by residential use is examined in Alternative B, the Preservation Alternative.

Under this alternative, no new construction of supportive residential units would occur on the project site, and therefore there would be no construction-related noise or air quality impacts (which would be less than significant with air quality mitigation included as part of the proposed project), nor would there be any potential exposure to—or, through mitigation, remediation of potentially contaminated soil, which would be a less-than-significant impact of the proposed project. Archaeological resources would not be affected; this effect would be less than significant, as with the proposed project. Without new supportive residential development, none of the less-than-significant transportation impacts of the proposed project would occur, nor would there be less-than-significant changes in views or wind or shadow impacts resulting from the new building that would be developed with the proposed project. To the extent that the existing buildings were to be reoccupied by a PDR use, transportation conditions would likely be comparable to those that prevailed when the most recent PDR tenant fully occupied the buildings, and thus traffic, parking, loading, and other aspects of transportation would be similar to conditions in the recent past—considered existing conditions for purposes of this analysis. If a use that attracts more visitors, such as a retail store, were to occupy part or all of the buildings, trip generation would be greater than under existing conditions, and traffic conditions would be somewhat worse, while parking demand would be greater. However, it would be speculative to analyze a particular type of use that might occupy the site in the future.

B. Alternative B: Preservation Alternative

Description

This alternative would retain the three existing buildings on the project site and renovate each structure for residential use, while also making vertical additions to each building to increase the available floor area. For purposes of analysis, it is assumed that the renovation would be undertaken consistent with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.⁴⁶ The buildings would also undergo seismic strengthening to accommodate the additional loads created by the residential use, including additional strengthening of the 275 10th Street building, which was reinforced in 2004 to accommodate the then-current light industrial use. However, the feasibility of this seismic upgrading has not yet been determined, according to the project sponsor. Because reuse of the existing buildings for dwelling units would result in less efficient use of the project site than would be the case for a new purpose-built structure, because of the anticipated cost of rehabilitating the buildings, and because some project costs—both for development and operation—are fixed and thus the per-unit cost would increase with fewer units, it may not be feasible to develop supportive housing, as is proposed under the project. Therefore, this alternative examines two options, one that would develop supportive housing, and a

⁴⁶ The state CEQA Guidelines indicate that projects that are consistent with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings ("Secretary's Standards") generally "shall be considered as mitigated to a level of less than a significant impact on the historic resource" (Section 15064.5(b)(3)). The Secretary's Standards are codified in National Park Service regulations (36 CFR 68) and included in the 1995 National Park Service publication *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Properties*, by Kay D. Weeks and Anne E. Grimmer, which is referenced in Section 15064.5 of the state CEQA Guidelines.

second that would develop market-rate housing. It is noted that the project sponsor, as a non-profit housing developer and service provider, is not in the business of developing market-rate housing, and therefore this option would likely require that the property be sold to another developer.

The three existing buildings contain about 27,700 square feet of floor area. The building at 1350 Folsom Street has a partial mezzanine, while the buildings at 275 10th Street and 64 – 72 Dore Street are each single-story structures, within which a second story could be built. For purposes of analysis, it is assumed that additional floor area could be developed above the roofs of each of the three structures. These additions would necessitate removal of the roof structures, which are sloped and not designed to accommodate the load of additional floor levels. This analysis assumes two-story additions atop the three buildings, for a total of four stories, the maximum permitted under the Building Code for this type of structure. The additions would be set back 30 feet from 10th and Folsom Streets, and 15 feet from Dore Street to minimize visibility and effects on the historic fabric of the buildings.⁴⁷ Considering that each of the existing buildings can accommodate two full stories, approximately 41,000 square feet of floor area could be created within the existing building shells; with the additions, the total would be about 69,000 square feet. It is further assumed that rehabilitation of the existing buildings for residential use, with requirement for elevators and stairs, hallways, and emergency exits, as well as a lobby, would yield a net usable area of about 65 percent of the total floor area, or about 45,000 square feet. Assuming the same approximately 2,500 square feet of retail space as proposed with the project, about 42,500 square feet would be available for residential use.

Under the supportive housing option, and accommodating about 3,500 square feet for office and support space, communal space (60 percent of that proposed with the project), about 3,000 square feet of parking and about 6,000 square feet of storage and mechanical space (about 80 percent of that proposed with the project), ground-floor open space of 1,500 square feet, and a manager's apartment, this alternative could accommodate a maximum of about 80 supportive housing units, about 60 percent of the housing proposed with the project. According to the project sponsor, the increased per-unit cost would make a supportive housing project financially and programmatically infeasible under this alternative.

Under the market-rate housing option, assuming units of about 1,000 square feet on average and assuming 7,000 square feet for parking, this alternative could accommodate about 25 dwelling units.

Under either option, a portion of required open space would be provided through private and common rooftop decks at the third floor level, in addition to interior courtyard(s) open to the sky.

According to the project architect, reuse of the existing buildings for residential use would pose a challenge in terms of the ability of the buildings to meet acceptable interior noise levels, particularly 275 10th Street, the façade of which consists largely of a metal and glass window assembly. Reuse of the 275 10th Street building would be further complicated by the fact that the building's existing first floor is

⁴⁷ Because 1350 Folsom is two stories and the other buildings are each one story tall, the additions would be constructed at different heights relative to each other.

3.5 feet above grade on 10th Street, atop a thick concrete slab, and by the fact that if a third residential level were created, most of this floor would be behind the building's gabled brick parapet (see Figure 8, p. 49). This building would also require the installation of operable window panels within the existing steel sash system that would meet building code ventilation and fire egress requirements, which, according to the project architect, would likely require installation of thicker glass and which could alter the appearance of the original window wall design.

Impacts

By retaining the three structures on the project site, this alternative would avoid significant and unmitigable effect on historic resources that would occur with implementation of the proposed project, assuming that the rehabilitation is conducted in accordance with the *Secretary's Standards*. This alternative would also avoid the project's contribution to the cumulative significant impact on the potential historic district. This alternative, however, would not avoid the project's contribution to the cumulative significant land use impact resulting from the loss of PDR space.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 66, and all other impacts of this alternative would also be less than significant. With a maximum of about 80 supportive housing units (which would generate about 30 to 35 percent less traffic than the project) or 25 market-rate dwelling units (about 55 to 60 percent less traffic than the project), this alternative would have less severe impacts than would the proposed project in terms of effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services. Visual effects would also be less substantial than those of the proposed project, as the existing buildings would be retained and the rooftop additions would be set back 30 feet from the major streets and 15 feet from Dore Street. Effects related to the location of the project site, such as geology, hydrology, and hazards, would be similar to or less substantial than those of the proposed project.

The Preservation Alternative, because it would avoid the project's significant impact on historical resources, would be considered the Environmentally Superior Alternative.

C. Alternative C: Partial Preservation Alternative

Description

This alternative would include complete demolition of two of the three buildings on the project site (1350 Folsom and 64 – 72 Dore), and retention of the 10th Street façade of the third existing building, at 275 10th Street. The supportive housing project would be built as proposed, except that the new building would be set back about 26 feet from 10th Street. The intent of this alternative is to retain the façade of the most prominent and most visually interesting building on the project site and to minimize visual effects on the historic fabric by constructing the new building a sufficient distance back from 10th Street that the 275 10th Street façade would continue to be recognized as originally built (see Figure 11). This

alternative would require further seismic strengthening of the retained 26-foot-deep portion of the 10th Street building, and would also necessitate the creation of Building-Code-required separation between the retained building portion and the new construction for fire protection.

Under this alternative, the setback that would be created between the façade of 275 10th Street and the new structure could be used as additional open space, or, if feasible to enclose, might be used to replace lost resident-serving management or service spaces that are included in part of the design of the proposed project. This alternative would allow for development of about 126 supportive housing units, thus resulting approximately eight fewer units than the 134 units proposed with the project. Other aspects of the project would be developed as proposed. As with Alternative B, the cost of retaining a portion of the 275 10th Street building and the loss of units, compared to the project, would increase the per-unit cost and, according to the project sponsor, would make the project less likely to be financially and programmatically feasible. Implementation of this alternative would also be subject to some of the same architectural limitations with respect to the 275 10th Street building that are described above under Alternative B.

Impacts

As with the project, this alternative would be considered demolition of all three existing structures, because it would retain only a small portion of the



Figure 11: Partial Preservation Alternative

SOURCE: Herman and Coliver: Architects

275 10th Street building and would completely demolish the other two buildings on the site. Because it would retain the façade of 275 10th Street and allow this building to “read” as though it still existed, at least from certain viewpoints, this alternative would reduce, to some degree, but would not avoid, the significant and unmitigable effect on historic resources that would occur with implementation of the proposed project, nor would this alternative avoid the project’s contribution to the cumulative significant impact on the potential historic district. As with Alternative B, this alternative would not avoid the project’s contribution to the cumulative significant land use impact resulting from the loss of PDR space.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 66, and similarly all other impacts of this alternative would

also be less than significant. With eight fewer units than the proposed project, effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as and noise and demand for public services, would be very similar to those of the project. Visual effects would be incrementally less substantial than those of the project, on the 10th Street facade. Effects related to the location of the project site, such as geology, hydrology, and hazards, would be similar to or less substantial than those of the proposed project.

CHAPTER VII

DEIR Distribution List

List of Those to Receive Mailed Copies of Draft EIR

Copies of the Draft EIR and the Draft EIR hearing notice were mailed or delivered to the following public agencies, organizations, and individuals. In addition, Notices of Availability of the Draft EIR were mailed to parties who are neighbors of the project site.

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Robert W. Cherny, Vice Pres.
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LIBRARIES

Government Information Services (3 C.)
Main Library - Civic Center
100 Larkin Street
San Francisco, CA 94102

Stanford University Libraries
Jonsson Library of Gov't. Documents
State & Local Documents Division
Stanford, CA 94305

Government Publications Department
San Francisco State University
1630 Holloway Avenue
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*Notice of Availability also sent to
project site neighbors.*

CHAPTER VIII

Appendices

APPENDIX A

Initial Study



PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

NUMBER	DIRECTOR'S OFFICE	ZONING ADMINISTRATOR	PLANNING INFORMATION COMMISSION CALENDAR
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	4TH FLOOR	5TH FLOOR	INFO: 558-6422
	FAX: 558-6426	FAX: 558-6409	MAJOR ENVIRONMENTAL
			INTERNET WEB SITE
			WWW.SF.GOV.ORG/PLANNING

NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT IS DETERMINED TO BE REQUIRED

Date of this Notice: April 8, 2006

Lead Agency: Planning Department, City and County of San Francisco
1660 Mission Street, 5th Floor, San Francisco, CA 94103-2414

Agency Contact Person: Michael Jacinto **Telephone:** (415) 558-5988

Project Title: 275 10th Street – Demolition of Three Warehouses and Construction of Affordable Housing

Project Sponsor: 275 10th Street LLP / Episcopal Community Services of San Francisco

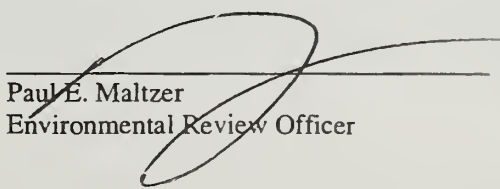
Project Contact Person: Kevin Kitchingham, Housing Services Affiliate, Bernal Heights Neighborhood Center

Project Address: Assessor's Block(s) and Lot(s): 3518 / 014, 017, 029

City and County: San Francisco

Project Description: The project site comprises three contiguous parcels located at 275 Tenth Street, 1350 Folsom Street and 72 Dore Street (Assessor's Block 3518, Lots 014, 017, and 029) in San Francisco's South of Market Area. The approximately 20,500-square-foot (sf) site is located on the southern portion of the project block, with frontages on 10th Street to west, Dore Street to the east, and Folsom Street to the south. The site is occupied by three interconnected one- and two-story buildings that contain a total of 27,690 sf housing a garment manufacturing business and warehousing space: 7,450 sf within 275 10th Street; 15,190 sf within 1350 Folsom Street; and 5,050 sf within 72 Dore Street. No parking is provided on the project site. The proposed project involves demolition of the existing onsite buildings and the construction of a new five-story, 86,692-gross-square-foot building containing approximately 63,490 gsf of residential use on floors two through five and 3,460 gsf of accessory office and support space; 3,900 gsf of communal space, and 2,510 gsf of commercial retail space on the ground floor. The proposed project would include a total of 135 units: 134 single-room occupancy-type very low-income dwelling units for homeless adults with on-site access to supportive services, and one unit for an onsite resident property manager. The project would include an at-grade parking garage accessible from Dore Street that would contain 11 off-street parking spaces. Open space for residents' use would be provided at the ground floor and within a second floor courtyard. The proposed building would be 50 feet in height. The project site is within an SLR (Service/Light Industrial/Residential) Zoning District and 50-X Height and Bulk District.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.


Paul E. Maltzer
Environmental Review Officer

INITIAL STUDY

Case Number 2005.0634E – 275 10th Street

I. PROJECT SETTING AND DESCRIPTION

A. PROJECT DESCRIPTION

The proposed project involves the demolition of three existing light industrial buildings located at 275 10th Street, 72 Dore Street and 1350 Folsom Street (“the project site”) and the construction of a five-story building containing 134 single-room occupancy (“SRO”) affordable housing units, one manager’s dwelling unit, client supportive services, ground-floor commercial space and 11 off-street parking spaces.

The L-shaped, 20,500-square-foot (0.47 acre) project site is located on the southern portion of a block bounded by 10th Street to the west, 9th Street to the east, Howard Street to the north and Folsom Street to the south (Assessor’s Block 3518, Lots 014, 017, and 029) in San Francisco’s South of Market Area (SOMA) (see Figure 1, p. 3). Dore Street, a 25-foot-wide north-south street, bisects the project block in its center and establishes the project site’s eastern frontage. The project site has 50 feet of frontage along 10th Street, 175 feet of frontage along Dore Street, and 90 feet of frontage along Folsom Street.

The project site’s existing one- and two-story light industrial buildings provide a total of 27,690 square feet (sf) of space, with 15,190 sf at 1350 Folsom Street; 7,450 sf at 275 10th Street; and 5,050 sf at 72 Dore Street. The 1350 Folsom Street and 72 Dore Street buildings were constructed in 1922 and the 275 10th Street building was constructed in 1931. These three buildings have been opened throughout the interior, interconnected to form a single production/warehousing space with smaller areas partitioned off for offices, storage areas, and restrooms. The subject property currently houses a garment manufacturing business, Regent Manufacturing, and according to the project sponsor the tenant has relocated most of its manufacturing functions and intends to relocate its remaining warehousing space outside of San Francisco. No parking has been provided on the project site for its current or prior uses.

The proposed project involves demolition of the three onsite buildings and construction of an 86,690-gross-square-foot (gsf) mixed-use residential building that would contain about 3,460 gsf of accessory office and support space, 1,600 gsf of communal space, 5,000 gsf of courtyard open space, 2,510 gsf of commercial/retail space on the ground floor and 63,490 gsf of residential use in 135 dwelling units on floors two through five. The project would also include about 7,320 gsf of space dedicated to storage and mechanical areas and about 3,500 sf, in the garage.

The proposed building would be five stories and 50 feet in height. It would have frontages on 10th, Dore and Folsom Streets, with the pedestrian entrance on 10th Street, the commercial/retail entrance on Folsom Street, and the garage entrance on Dore Street. The building’s ground floor would include an entry garden, lobby and courtyard. Accessory office space for property management staff and the case manager, a community room, as well as clinic space serving building residents would be located on the ground floor along the project’s Dore Street frontage. The project would include an at-grade parking garage that would contain a total of 11 off-street parking spaces, consisting of 10 compact spaces and one handicap-accessible space.

The project's residential use would be located on its upper four floors, accessible by two elevators. The project would include a total of 135 units, comprised of 134 very low-income SRO dwelling units for chronically homeless adults. Each dwelling unit would be about 350 sf and would include a private bathroom and efficiency kitchen. The project would also include one approximately 500-sf unit for the resident building manager. The second level would contain 33 units and the third through fifth levels would each contain 34 units. Figures 2 through 6 (pp. 4-8) illustrate the proposed project's site plan, floor plans and elevations.

The proposed project would be supported on a mat foundation, the construction of which would necessitate about 4,600 cubic feet of soil to be excavated from the site. Project construction is estimated to take about 17 months, with occupancy planned for 2008.

B. PROJECT SETTING

The project site comprises three contiguous parcels located at 275 10th Street, 1350 Folsom Street and 72 Dore Street in SOMA. The approximately 20,500-sf project site is located in the Service/Light Industrial/Residential Mixed Use (SLR) zoning district and in the Mixed Use Housing Zone. The surrounding area consists of a mixture of zoning districts, including P (Public Use), Residential/Service Mixed Use (RSD), Residential Enclave (RED), SLI (Service/Light Industry), C-3-S (Downtown Support), C-3-G (Downtown General Commercial), C-M (Heavy Commercial), RC-4 (High-Density Residential-Commercial Combined), and RH-3 (Residential Three-Family). The project site is in a 50-X Height and Bulk District.

Industrial buildings, such as those on the project site and in its immediate vicinity, commonly exhibit a low-slung industrial building typology, characterized by masonry and concrete construction, steel industrial sash windows, a regular grid of openings, overhead corrugated metal doors, and sparse Classical Revival ornamental details typically rendered in sheet metal or stucco. Many buildings on the project block occupy larger footprints than those just to the north within a residential enclave (such as on Tehama and Clementina Streets, between 8th, 9th, Howard and Folsom Streets). Character-defining architectural features of nearby residential buildings include: wood-frame construction, rustic channel siding, double-hung sash windows, flat roofs, box cornices, and sparse Classical Revival ornament rendered in wood or stucco. Buildings in the project vicinity create a varied streetscape ranging from one to five stories in height, with older buildings on the project block generally two- to three-stories in height (typically 16-36 feet tall). Contemporary developments, such as the multi-family housing at 1346 Folsom Street, are taller and range up to 50 feet in height.

The surrounding area includes heavy commercial, light industrial, commercial, live/work and residential land uses. Dore Street, between Howard and Folsom Streets, contains buildings used for printing, warehousing, auto service and repair, clothing sales, furniture sales and storage, office, and affordable housing. Howard and Folsom Streets, between 9th and 10th Streets, contain buildings used for retail sales (music instruments, clothing, furniture, printing, paper, import/export), light-industrial manufacturing and institutional (The Department of Parking and Traffic Parking Citation Hearing Division is on the northeast corner of Howard and 10th Streets), and residential. On the southwest corner of Dore and Howard Streets is a one-story clothing store (1345-1347 Howard), and a one-story furniture store and warehouse is located on the southeast corner (1325-1331 Howard). On the northeast corner of Folsom and

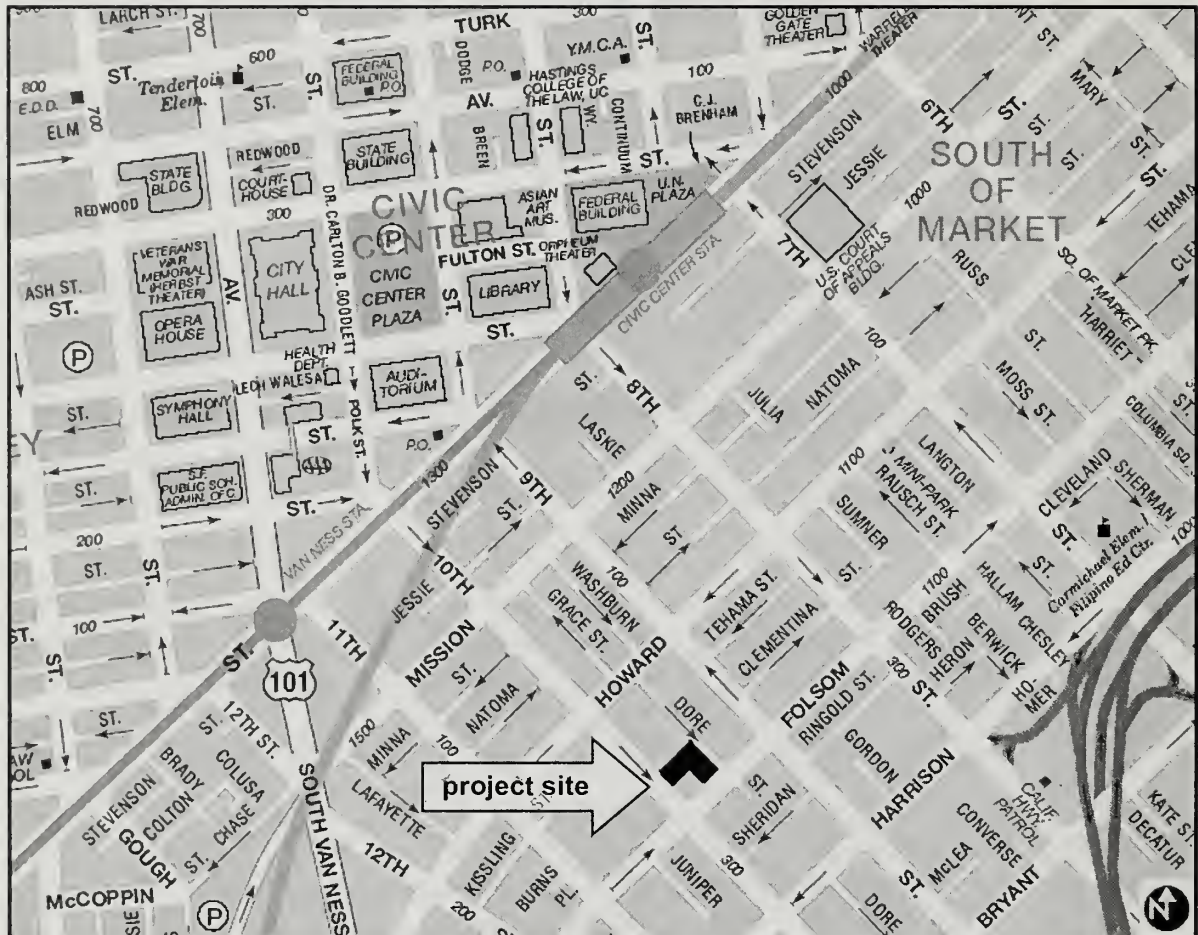
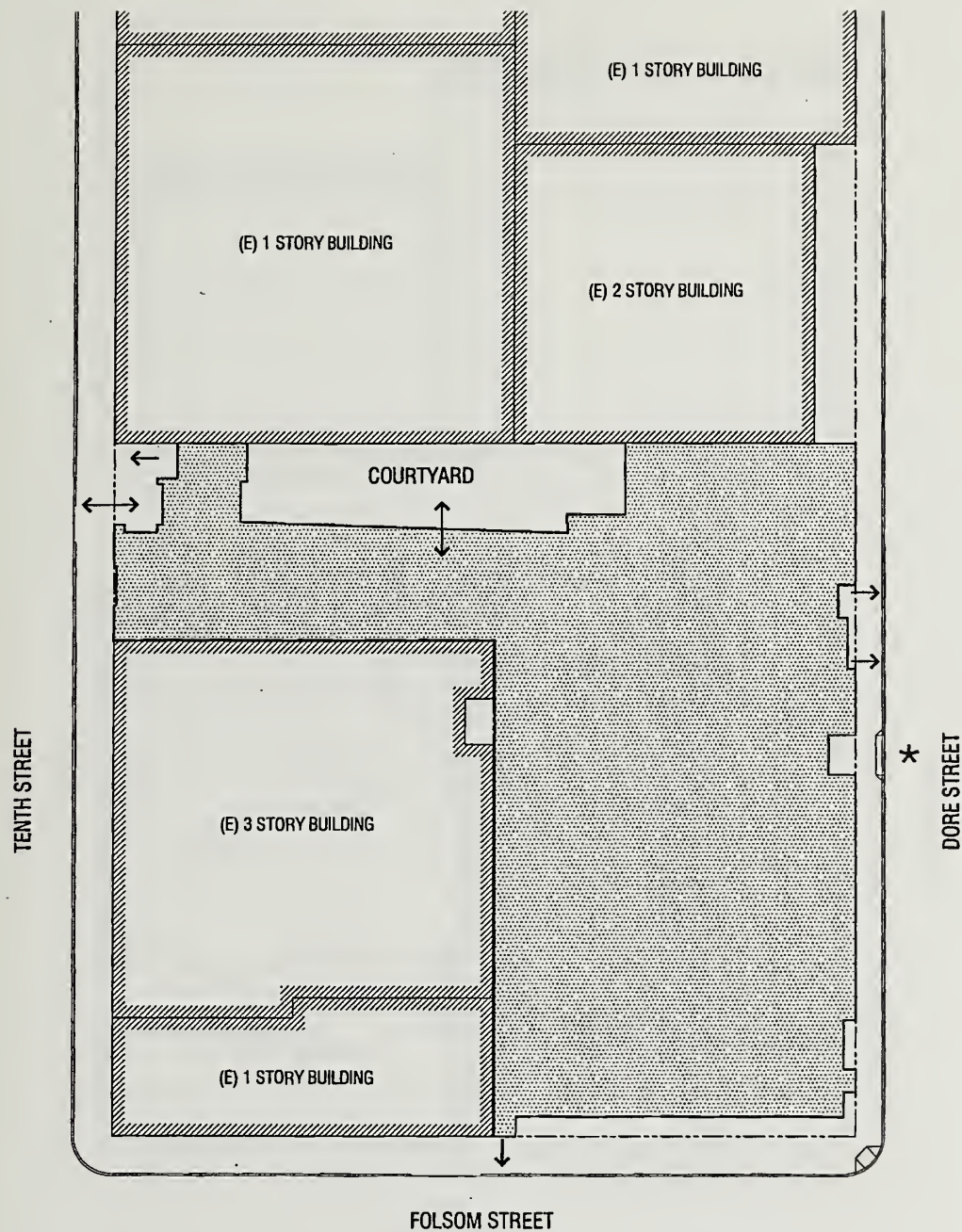


Figure 1 – Project Location Map
275 10th Street
 Source: AAA Maps, 2005
 (illustrative, not to scale)



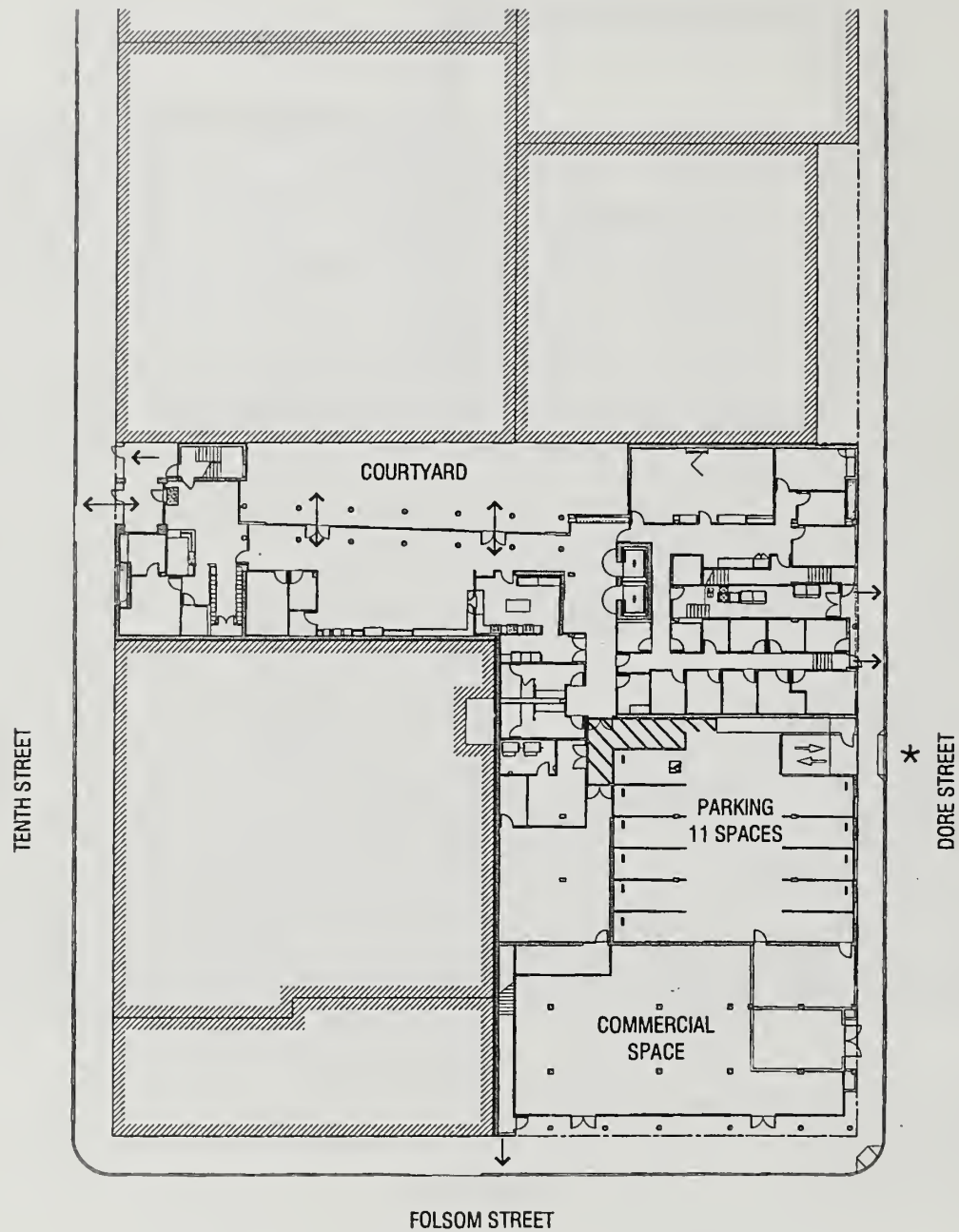
- PROPOSED PROJECT SITE (AB 3518, LOTS 14, 17 & 29)
- PEDESTRIAN INGRESS/EGRESS
- ←→ EGRESS (EMERGENCY ONLY)
- ★ VEHICULAR ACCESS (GARAGE)

0 10 20 50



**Figure 2 – Site Plan
275 10th Street**

Source: Herman and Coliver Architecture, 2005

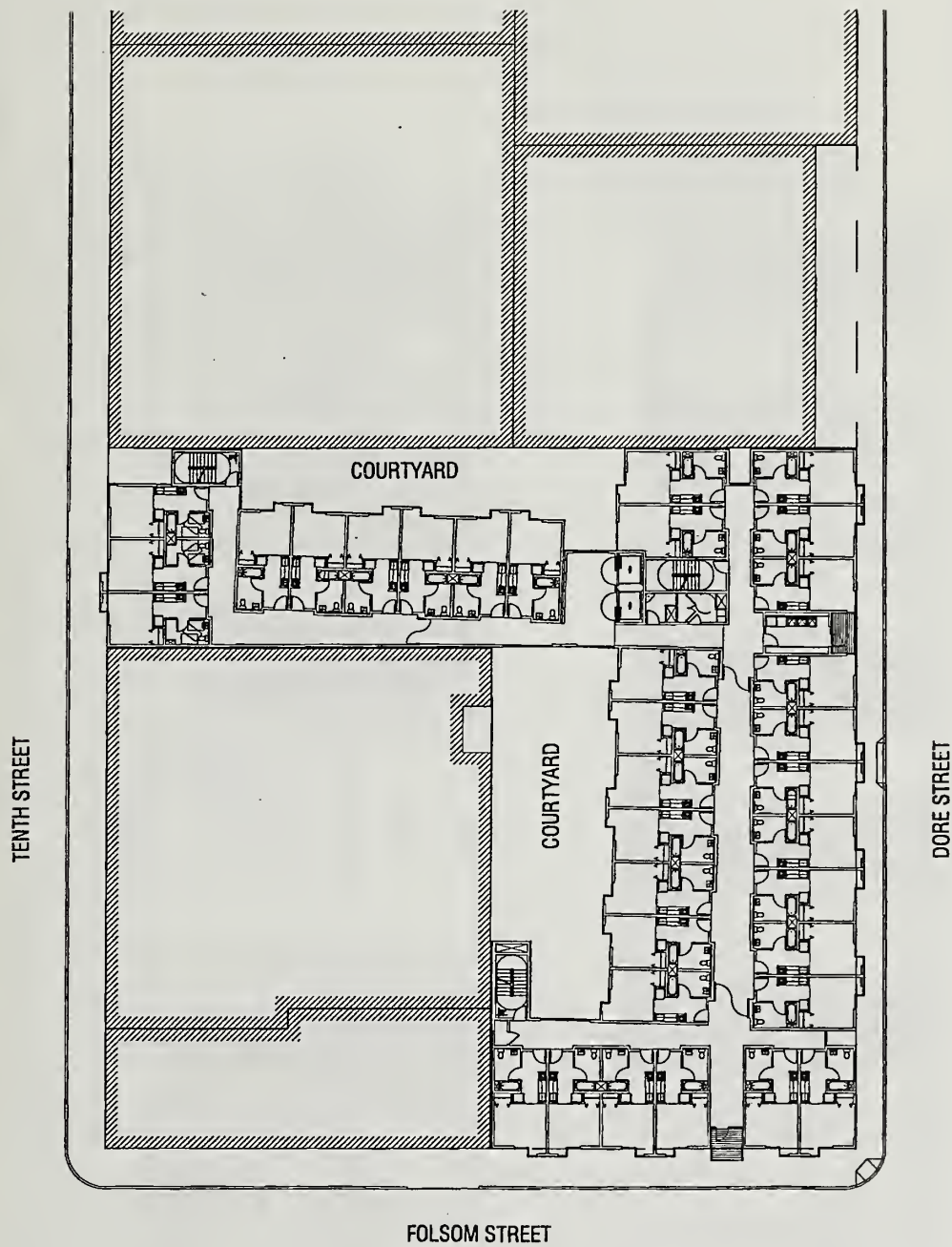


- PEDESTRIAN INGRESS/EGRESS
- ↔ EGRESS (EMERGENCY ONLY)
- ★ VEHICULAR ACCESS
- ▨ ADJACENT LOT



Figure 3 – Ground Floor Plan
275 10th Street

Source: Herman and Coliver Architecture, 2005

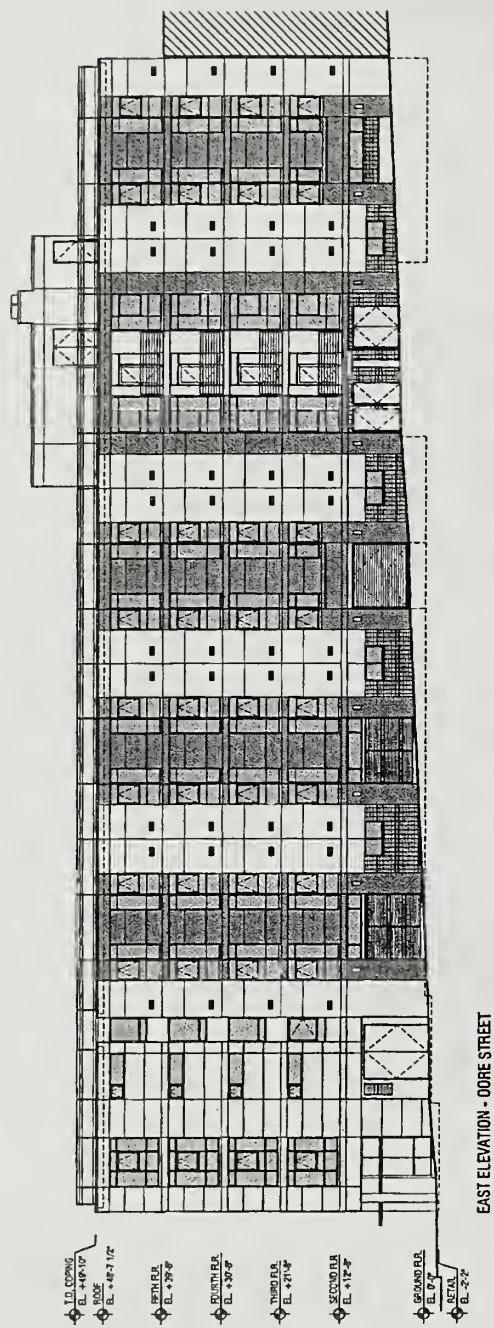


0 10 20 50



Figure 4 –Typical Floor Plan
275 10th Street

Source: Herman and Coliver Architecture, 2005



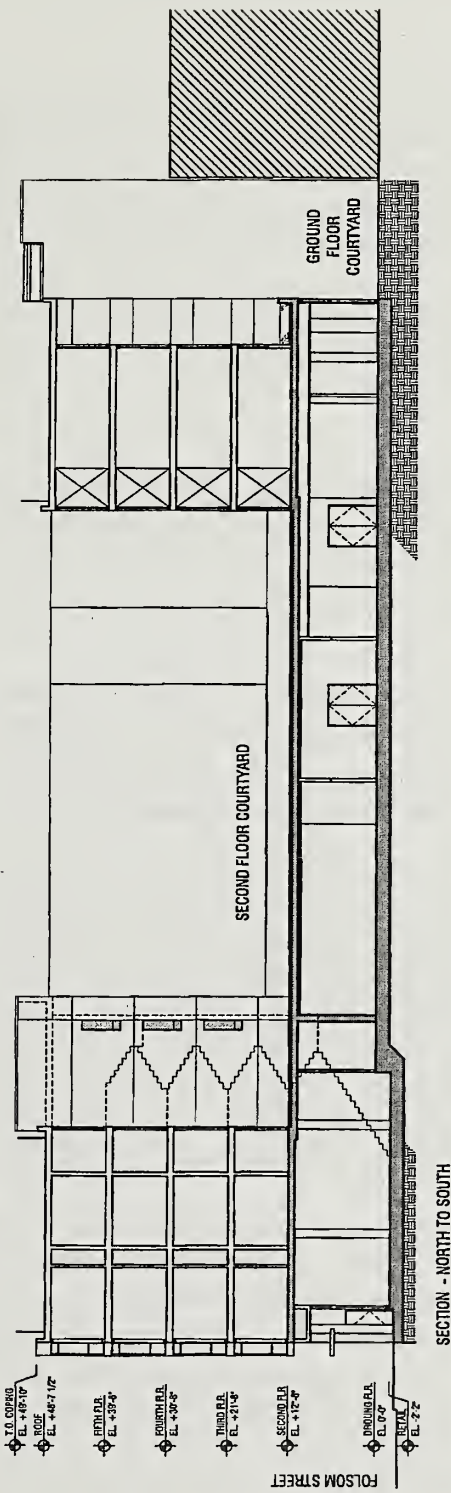
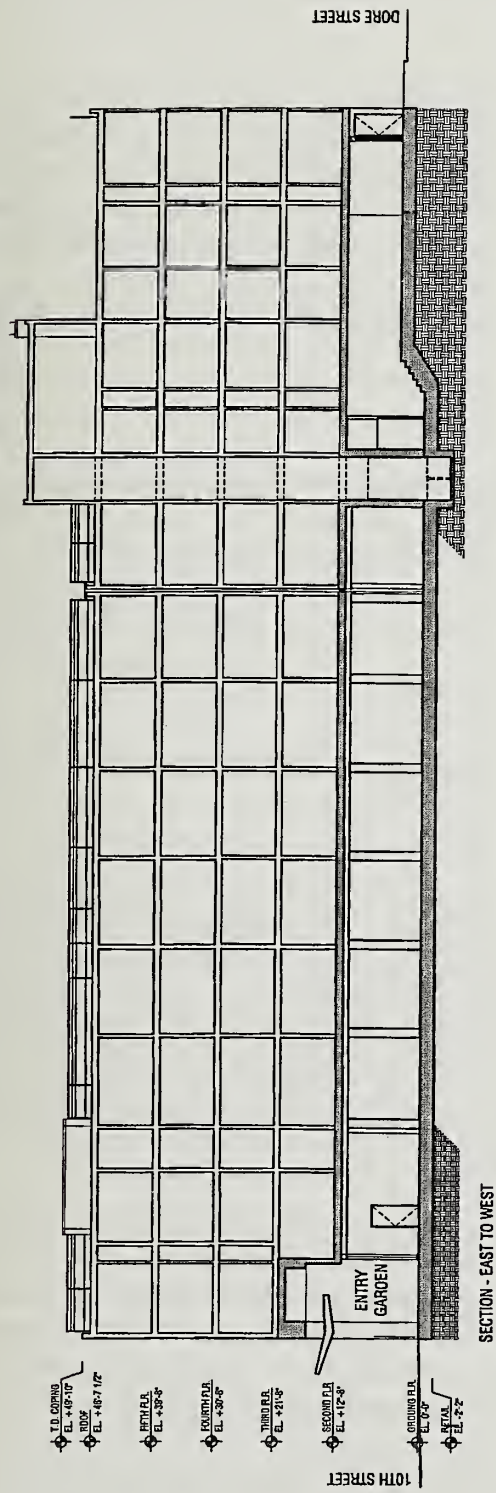


Figure 6 – Sections
275 10th Street
 Source: Herman and Coliver Architecture, 2005

Dore Streets (1346 Folsom and 75 Dore Streets) is a five-story residential building containing 98 units of affordable housing and 13 parking spaces.

C. APPROVALS REQUIRED

The project, as proposed, would not meet the required 25 percent rear yard setback requirements prescribed by Planning Code Section 134. Thus, the applicant seeks a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C), which provide for modification or waiver of rear yard requirements in South of Market Districts. Planning Code Section 151 requires a total of 8 independently accessible parking spaces for the proposed project (seven spaces for the project’s SRO use, and one space for the manager’s unit), which would be met by the project. The proposed project would also require demolition and building permits, which would require review and approval by the Planning Department and Department of Building Inspection.

II. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH ZONING, PLANS, AND POLICIES

	<u>N/A</u>	<u>Discussed</u>
1. Discuss any variances, special authorizations, changes proposed to the City <i>Planning Code</i> or Zoning Map, if applicable.	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2. Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.	<input type="checkbox"/>	<input checked="" type="checkbox"/>

The City Planning Code, which incorporates by reference the City’s Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the Code, or an exception is granted pursuant to the provisions of the Code. The proposed project is located in an SLR District wherein housing is permitted, and where Planning Code Section 207.5(c) waives density limitations for SRO units in any South of Market Mixed Use District. The proposed project would also conform to the provision of the City Planning Code for the 50-X Height and Bulk District, which permits construction to a height of 50 feet.

The proposed project would provide onsite common useable open space in the form of an entry garden and two courtyards. Planning Code Table 135 requires projects to provide common open space at 1.33 times private open space, or in the case of the project, 48 sf per unit. For SRO uses in SLR Zoning Districts, Planning Code Section 135(d)(2) states that the minimum required open space shall be one-third the required amount for a dwelling unit, or in this case, 16 sf. Planning Code Table 135.3 also requires open space at a ratio of 1 sf per 250 sf of retail use and 1 sf per 90 sf of office use. In sum, the Planning Code would require this project to provide a total of 2,216 sf of open space. The project, with about 5,000 sf of common open space in an entry garden and two courtyards would be consistent with (and

would exceed) the Planning Code's open space requirements.¹ As stated above under Approvals Required, the project would not meet the required 25 percent rear yard setback prescribed by Planning Code Section 134, and the applicant would seek a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C).

Planning Code Section 151 requires one parking space per every 20 SRO unit, as well as one space for the manager's unit, for a total of 8 spaces. The project would provide a total of 11 parking spaces, consisting of 10 compact spaces and one handicap-accessible space, thereby satisfying the requirements of Planning Code Section 151. Additionally, because the project's proposed retail and office uses do not exceed 10,000 sf, the project would not be required to provide an off-street loading space (Section 152.1).

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The San Francisco *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The compatibility of the project with General Plan policies that do not relate to physical environmental issues will be considered by decisionmakers as part of their decision whether to approve or disapprove the proposed project and any potential conflicts identified as part of that process would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. The policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project that requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking an action which requires a finding of consistency with the General Plan, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. In reviewing the building permit application for the proposed project, the Planning Department would make any necessary findings of consistency with the Priority Policies.

Western SOMA Community Planning

On August 9, 2001, the Planning Commission passed Resolution 16202 in which Block 3518, the location of the 275 10th Street project site, is identified within a "Mixed Use Housing Zone." According to the resolution, the Planning Commission established a Housing Zone wherein policy shall encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and

¹ 134 SRO units x 16 sf per unit = 2,144 sf; 1 manager's unit x 48 sf = 48 sf; retail use: 2,510 sf / 250 sf = 10 sf; office use: 1,249 sf / 90 sf = 14 sf. Thus, 2,144 sf + 48 sf + 10 sf + 14 sf = 2,216 sf.

affordability standards. The project's proposed SRO residential use would be consistent with this resolution.

In late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process to address the broad range of issues involved in formulating permanent controls on the City's last remaining industrially zoned lands and its surrounding residential and commercial neighborhoods. One of the community process goals was to work collaboratively with the neighborhoods in the vicinity of these industrially zoned lands to develop rezoning proposals that achieve both neighborhood and citywide land use objectives. In early 2002, the Planning Department initiated a series of public workshops in which participants grappled with how the area's industrially zoned land should be used in the future. One of the goals of this process was to develop a new set of zoning regulations for the broader South of Market Area, including the project site.

In February 2003, the Planning Department published the *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook – First Draft*, which initially included the proposed project site. Three rezoning options for housing in industrially zoned land surrounding the site are represented for each area: (A) Low Housing Option, (B) Moderate Housing Option, and (C) High Housing Option. Ultimately, the main options for each neighborhood will be forged into a proposed rezoning for the Eastern Neighborhoods, a comprehensive effort consistent with the San Francisco General Plan, and the adopted option would revise the existing Planning Code.² During the Commission's consideration of the *Workbook* and possible actions to advance progress toward permanent controls, public discussion resulted in the removal of the Western SOMA neighborhood, including the 275 10th Street project site, from subsequent review processes for the other Eastern Neighborhoods. By 2004, Western SOMA had become the focus of its own neighborhood planning effort, covering an area bounded by Division, 13th, Howard, 7th, Harrison, 4th, Townsend, and Bryant Streets.

On November 17, 2004, the San Francisco Board of Supervisors established the Western SOMA Citizen's Planning Task Force by Resolution 041359. The advisory task force was established to inform the Board of Supervisors and Planning Commission on planning issues for Western SOMA and to carry out a number of planning-related duties, including mapping existing land use conditions and analyzing land use decisions in Western SOMA; evaluating existing Residential Enclave Districts (REDs) and considering modifications to existing RED zoning map boundaries; recommending RED preservation policies and design guidelines; evaluating land uses proximate to REDs and developing design guidelines to provide buffers where more intense development might occur; recommending policies for the preservation of service and light industrial jobs ("PDR uses"), residential uses, and arts and entertainment opportunities; considering policies to guide increased heights and density along the major arterial streets where appropriate; recommending policies that promote more community-serving retail and commercial uses and encourage improvements to transportation, open space, street safety, bicycle circulation, and mass transit; and developing recommendations to ensure that the creation of a future Folsom Boulevard be developed in such a manner as to complement all of the above referenced goals.

² The Initial Study for the *Eastern Neighborhoods Rezoning and Community Plans* was published on December 17, 2005 and is available for review by appointment at the Planning Department at 1660 Mission Street, Fifth Floor, as part of Case File No. 2004.0160E. This study may also be downloaded from the City's website at <http://www.sfgov.org/planning>.

The provisions of Resolution 041359 and the operation of the Task Force have a three-year time frame. In the interim and prior to a specific neighborhood plan for Western SOMA, this Initial Study evaluates the proposed project in terms of its relationship to the existing zoning controls, including project consistency with the SLR Zoning District, the Mixed Use Housing Zone (Resolution 16202), General Plan goals and policies, as well as the project's potential to adversely impact the existing physical environmental setting.

B. ENVIRONMENTAL EFFECTS (Initial Study Checklist)

Items on the Initial Study Checklist checked "No" indicate that, upon evaluation, the San Francisco Planning Department has determined that the proposed project could not have a significant adverse environmental effect. Several of those Checklist items have also been checked "Discussed," indicating that the Initial Study text includes discussion about that particular issue. For all of the items checked "No" without discussion, the conclusions regarding potential adverse environmental effects are based upon field observation, staff experience and expertise on similar projects, and/or standard reference material available within the Department, including the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game and the Department's Transportation Guidelines for Environmental Review. For each Checklist item, the evaluation has considered the impacts of the project both individually and cumulatively. Items that are listed as "To Be Determined" indicate that upon further evaluation, the San Francisco Planning Department has determined that the proposed project may result in significant adverse effects requiring further analysis in the EIR. The EIR will therefore include a focused analysis of land use, population (employment displacement), and historic architectural resources.

- | | |
|---|---------------------------------------|
| 1. <u>Land Use</u> – Could the project: | <u>Yes</u> <u>No</u> <u>Discussed</u> |
| a. Disrupt or divide the physical arrangement of an established TO BE DETERMINED community? | |
| b. Have any substantial impact upon the existing character of the TO BE DETERMINED vicinity? | |

The proposed project would involve demolition of the project site's three existing one- and two-story light-industrial buildings containing manufacturing and warehousing space, which would result in a net loss of about 27,700 square feet of PDR space in Western SOMA. Under project conditions, 135 affordable dwellings comprised of 134 SRO units for very low-income adults and one unit for the onsite building manager would be constructed within a single building on the subject property. Ground floor uses would include onsite client supportive services and a 2,500-square-foot leaseable commercial space that would front on Folsom Street.

Land use impacts are considered to be significant if they disrupt or divide the physical arrangement of an established community, or if they have a substantial impact upon the existing character of the vicinity. The proposed project would represent a change to the area and a larger development at the site than what currently exists. The project would result in demolition of potential contributory buildings (see Cultural Resources, p. 30) on the project site as well as a change of use related to the conversion of the site's existing light-industrial (PDR) use to affordable supportive SRO housing with accessory ground floor retail space.

SRO use is a principally permitted land use in the SLR zoning district, and the project's proposed use and building does not appear to be incompatible with the existing variety of light-industrial, office, retail, and residential uses and buildings in the project area. As described above in the setting section, the character of the neighborhood is mixed, with dwellings, light industrial and some institutional uses (e.g., St. Joseph's Church) within older structures. Nearby residential uses are contained within older single-family homes, converted warehouse/factory spaces, and contemporary multi-family buildings. In addition, while the proposed project would introduce new residents onto the project site where there are currently none, light industrial, office, and retail uses have co-existed with residential uses for many years in the same area.

The area surrounding the project site consists of mixed-use buildings that generally range from one to five stories, with heights of about 15 to 50 feet; building heights on the project block generally range between 16 to 36 feet tall. The proposed building would be five stories and 50 feet tall, in conformance with the height limit permitted for the site. The project would also be achieved within the existing block and lot configuration and it would be generally compatible with the size, character, and uses of the structures on the project block as well as within the vicinity.

Although the project site is located in the SLR use district wherein SRO use is permitted, as well as within the Mixed Use Housing Zone, an area where housing development (especially affordable housing) is encouraged, the conversion of existing PDR space could result in possible environmental effects that could be limited to the project site (the demolition of the three buildings and the resultant loss of about 27,700 sf of onsite PDR space), and/or may be cumulatively considerable (the demolition of the three buildings in the context of a loss of PDR land uses in Western SOMA and/or citywide). As such, the project's impact on land use – both in terms of the project's potential to affect the physical arrangement of the existing community (regarding physical characteristics of the proposed development as well as the type, compatibility and mix of land uses) and the character of the vicinity will be analyzed in an Environmental Impact Report (see also Section E. Mandatory Findings of Significance).

2. <u>Visual Quality</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Have a substantial, demonstrable negative aesthetic effect?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Generate obtrusive light or glare substantially impacting other properties?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The proposed project would result in a visual change to the project site and its surroundings because it would replace three roughly 30-foot-tall early 20th century industrial buildings with a single, five-story, 50-foot-tall building on the project site.

The proposed building would be about 20 feet taller than the tallest of the existing buildings on the project site, increasing the scale of development at the site in comparison to existing conditions. The project buildings' proposed height would be within the limits defined by the 50-X Height and Bulk

District and would be visually consistent in terms of its scale and appearance to other recent residential developments in the area, specifically with the contemporary residential building to its east at 1346 Folsom Street.

Construction of the proposed mixed-use residential building would not result in a substantial, demonstrable negative aesthetic effect. The flat topography and light industrial, office, retail, and residential setting alleviate the potential of the proposed project to block, degrade, or obstruct any scenic view or vista now observed from a public area. Structures of similar height to the proposed project exist on the same block to the southeast. The proposed project would change views currently observed from streets adjacent to the site; however, it would not eliminate any scenic view or vista now observed from public areas. The project could at least partially block or modify existing private views from adjacent buildings and other buildings near the site; however, effects on private views would not be considered a significant environmental effect.

Architecturally, the proposed project would be of a contemporary design, whose elements are intended to relate to the predominately industrial architectural vernacular and visual mix of the larger South of Market neighborhood. Exterior lighting of the proposed project would be restricted to illumination of the building's pedestrian and vehicular access points. The proposed project would not include any reflective glass and would not cause any glare impacts on nearby pedestrians or autos. The proposed project would comply with City Planning Commission Resolution No. 9212, which prohibits the use of mirrored or reflective glass. The environmental effects of light and glare would not be significant.

Based on the information presented above, the proposed project would not result in significant environmental impacts regarding Visual Quality, including urban design and glare.

- | 3. <u>Population</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|--------------------------|-------------------------------------|-------------------------------------|
| a. Induce substantial growth or concentration of population? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| b. Displace a large number of people (involving either housing or employment)? | | TO BE DETERMINED | |
| c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |

The San Francisco Bay area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand – especially affordable housing for people with special needs – is particularly difficult because the amount of available land is limited and land development costs are relatively high. In the case of the proposed project, 100 percent of its units would be affordable.

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The citywide annual average

over that 11-year period was about 1,130 units. In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination 1999-2006 allocation. The jurisdictional need of the City through 2006 is 20,372 dwelling units, or an average need of 2,716 net new dwelling units per year. The proposed project would add 135 residential units to the City's housing stock, helping to meet this need.

In general, a project would be considered growth inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were not implemented. Based on the project's provision of Single Room Occupancy dwellings, the proposed 135-unit development is estimated to accommodate approximately 135 residents for a total increase in onsite population of approximately 123 people (the existing onsite business employs about 12 people). In addition to the proposed residential units, the project would employ a management staff of about 10 people and an estimated 7 retail employees, for a total of 17 employees.³

This population increase would not be a significant effect because the project site is within a densely developed urban area. While potentially noticeable to immediately adjacent neighbors, this increase would not substantially change the existing area-wide population characteristics, and the resulting density would not exceed levels that are common and accepted in urban areas such as San Francisco. Construction of the project would not be expected to generate substantial growth or concentration of population in the project area, which is already populated with multi-family residential, live/work and retail customer operations.

Based on the foregoing, the proposed project would not result in significant environmental impacts on housing demand or population; issues related to job displacement will be analyzed in an Environmental Impact Report (see also Section E. Mandatory Findings of Significance).

4. <u>Transportation/Circulation</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Cause an increase in traffic, which is substantial in relation to the existing traffic load and capacity of the street system?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Cause a substantial increase in transit demand, which cannot be accommodated by existing or proposed transit capacity?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Cause a substantial increase in parking demand, which cannot be accommodated by existing parking facilities?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Traffic

Based on the trip rate for residential and retail space in the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review* (October 2002), the proposed project would generate

³ The estimated number of retail employees is based on the project's retail space (2,510 sf) divided by 350 employees / sf. This estimate is derived from Table C-1 of the *Transportation Impact Analysis Guidelines*, San Francisco Planning Department, October 2002.

approximately 1,389 daily person-trips, including 209 daily person-trips during the p.m. peak hour. These 209 p.m. peak trips would be distributed among various modes of transportation including single occupancy vehicles, carpools, public transit, walking, and bicycling. The mode splits used to evaluate the proposed project's traffic effects are based on transportation characteristics reported in the *United States Census 2000 Journey to Work* for Census Tract 178, which includes the project site. These transportation characteristics are considered conservative and do not take into account the project's proposed SRO use in calculating trip generation, based on the assumption that SRO residents are less auto-oriented and exhibit a greater-than-average predisposition to transit, walking or other alternate travel modes.

Of the 209 daily person-trips during the p.m. peak hour, 66 would be automobile trips, 52 public transit trips, and the remaining trips would be by walking and other means that include bicycling and motorcycles. Based on the mode split and average automobile occupancy for the proposed project (1.09 persons per vehicle), there would be 341 daily vehicular trips of which 54 would be during the PM peak hour. The 54 automobiles added to the existing traffic in the project area during the p.m. peak-hour would not be considered a substantial traffic increase relative to the existing capacity of the local street system. The change in traffic in the project area as a result of the proposed project would be undetectable to most drivers. The proposed project along with other land use and development changes would add a small increment to the cumulative long-term traffic increase on the local roadway network in the neighborhood and in the region.

Transit

The project's peak-hour public transit trips would be distributed among the public transit lines providing service to the vicinity of the project site. The project site is within an area served by public transit, with both local and regional service provided nearby. The project is located within walking distance of Civic Center Bay Area Rapid Transit (BART) and the San Francisco Municipal Railway (Muni) station under Market Street, which provide connections to transit centers such as the Caltrain station, Transbay Terminal, and the Ferry Building. Local service is provided by Muni; regional transit service is provided by Golden Gate Transit, SamTrans, and Caltrain.

Muni provides transit service within the City and County of San Francisco, including bus (both diesel and electric trolley), light rail (Muni Metro), cable car, and electric streetcar lines. Muni operates numerous bus and Muni Metro lines in the greater vicinity of the project site, which is equidistant to the Muni Metro Stations at Van Ness and Civic Center that are located approximately 2,300 feet to the north (about ½ mile or a 15 minute walk), where Muni light rail service is provided by the F-Market, J-Church, K-Ingleside, L-Taraval, M-Ocean Beach, and N-Judah light-rail lines. Muni's 12-Folsom bus line operates within 500 feet of the project site on Folsom Street; the 14-Mission, 14L-Mission (Limited) and the 26-Valencia operate two blocks north on Mission Street.

Parking

Section 151 of the *Planning Code*, Table 151, requires one off-street parking space for every 20 SRO dwelling units, plus one space for the manager's dwelling unit; thus, the Planning Code would require eight parking spaces. Because the project's ancillary office and commercial/retail uses would be less than 5,000 square feet, the Planning Code does not require parking for these uses. The project's proposed 11 parking spaces would therefore satisfy the requirements of Planning Code Section 151.

The project would generate a parking demand (which can differ from the *Planning Code* parking requirement) of about 61 spaces, calculated at a rate of 0.45 vehicles per unit.⁴ The parking demand of 61 spaces would exceed the supply of 11 spaces proposed by the project, resulting in a shortfall of 50 spaces. It should be noted that the project's parking demand might overestimate actual demand, based on an assumption that fewer of the future residents may possess personal automobiles, given the housing type (affordable, SRO supportive housing) proposed by the project. Nonetheless, the project could reduce the availability of some on-street parking spaces near the project site at certain times, and motorists may have to drive further to find a parking space during the mid-day period, for example, the peak period for parking demand generated by the project's commercial retail uses. Currently, there is on-street parking on both sides of Folsom, and Howard Streets, which based on empirical observation, was observed to be generally full during the afternoon and more available in the evening hours. Dore Street has parking only on the south side of the street.

San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents, should however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines 15131(a)). The inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g. transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular would be in keeping with the City's "Transit First" policy. The City's "Transit First" policy, established in the City's Charter Section 16.102, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation." In any event, given the relatively small, unmet demand (i.e., up to 56 spaces) the increased parking demand would not substantially alter the existing character of the area wide parking situation.

Pedestrian and Bicycles

At present, sidewalks on Dore Street between Howard and Folsom Streets are adequate to readily accommodate users safely. Pedestrian activity would increase as a result of the project, but not to a degree that could not be accommodated on local sidewalks or that would result in safety concerns.

⁴ The project's proposed 135 dwellings multiplied by a parking demand of 0.45 vehicles per unit yields a demand of 61 spaces (rounded upward), derived from the *Transportation Impact Analysis Guidelines for Environmental Review*, San Francisco Planning Department, October 2002.

The project site is within convenient bicycling distance of downtown, including the Financial District and major transit hubs. Thus, a portion of the person-trips generated by the project would be expected to be bicycle trips. Three signed (Class III) bicycle routes are in the vicinity of the project site. Bicycle Route #23 runs southbound along 8th Street, Route #25 runs northbound along 10th Street, and Route #30 runs eastbound along Folsom Street and westbound along Howard Street (Route #30 is a Class II bicycle route along Folsom and Howard Streets). During a recent field survey, a substantial number of bicyclists (the majority being messengers and commuters) were observed to be riding in the project vicinity. The project could result in an increase in the number of bicycles in the area; however, such an increase would not be great enough to affect bicycle travel in the area. In summary, the additional pedestrian and bicycle traffic created by this project would not result in significant environmental impacts.

Loading

The project would not provide freight and passenger loading/unloading facilities, and there is no passenger loading/unloading zone in the vicinity of the project site. Some levels of loading/unloading activities are anticipated to occur along Dore Street adjacent to the garage entrance, which would include tenant move-ins and outs. Taxi drop-off and pick-up, residential drop-off and pick-up, and airport shuttle services would occur adjacent to the proposed building's 10th or Folsom Street pedestrian entrances.

Construction Impacts

Construction of the proposed project could temporarily affect traffic and parking conditions in the vicinity of the proposed project. Lane and sidewalk closures, such as on 10th, Folsom, or Dore Streets, are subject to review and approval by the Department of Public Works (DPW) and a revocable encroachment permit would be required if materials storage and/or project staging is to occur within the public right-of way. According to the project applicant, relocation of traffic and lane closures may be required, and there would be sporadic times a driving lane would be temporarily closed on Folsom and 10th Street for large deliveries and for concrete pours (i.e., a concrete pump truck with concrete ready-mix trucks) and at times during project demolition. Pedestrian access would also be temporarily closed for a short time during demolition of the existing onsite buildings for safety reasons. These effects, although a temporary inconvenience to those who live, visit, or work in the area, would not substantially change the capacity of the existing street system nor alter the existing parking conditions.

Based on the information presented above, the proposed project would not result in significant environmental impacts due to transportation.

5. <u>Noise</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Increase substantially the ambient noise levels for adjoining areas?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Violate Title 24 Noise Insulation Standards, if applicable?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Be substantially impacted by existing noise levels?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Traffic is the existing noise source that makes the greatest contribution to ambient noise levels throughout most of San Francisco. Traffic volumes in an area would have to approximately double before the attendant increase in ambient noise levels would be noticeable to most people. Given that the proposed development would not cause a doubling in traffic volumes, the project would not cause a noticeable increase in the ambient noise level in the project vicinity.

The San Francisco Noise Ordinance (Article 29 of the Police Code) regulates construction noise. The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m. if noise would exceed the ambient noise level by 5 dBA at the project property line, unless the Director of Public Works authorizes a special permit. The project demolition and construction operations would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and would reduce construction noise impacts to a less-than-significant level.

Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection (DBI) would review the final building plans to ensure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission. Because the proposed development would comply with Title 24 noise insulation requirements, the existing noise environment would not significantly affect occupant use.

Based on the information presented above, the proposed project would not result in significant environmental impacts due to noise effects resulting from traffic, construction, operation, and interior noise.

6. <u>Air Quality/Climate</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Expose sensitive receptors to substantial pollutant concentrations?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Permeate its vicinity with objectionable odors?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Construction Emissions

Demolition, excavation, grading, foundation and other ground-disturbing construction activities would temporarily affect localized air quality, causing a temporary increase in particulate dust and other pollutants. Excavation and movement of heavy equipment could create fugitive dust and emit nitrogen oxides (NOx), carbon monoxide (CO), sulphur dioxide (SO₂), reactive organic gases or hydrocarbons (ROG or HC), and particulate matter with a diameter of less than 10 microns (PM¹⁰) as a result of diesel fuel combustion. Fugitive dust is made up of particulate matter including PM¹⁰.

While construction emissions would occur in short-term, temporary phases, they could cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. The BAAQMD has identified a set of feasible PM¹⁰ control measures for construction activities. The project would include these measures to reduce the effects of construction activities to a less-than-significant level. Soil movement for foundation excavation and site grading would create the potential for wind-blown dust to add to the particulate matter in the local atmosphere while open soil is exposed.

In order to reduce the quantity of dust generated during site preparation and construction, the project sponsor has agreed to implement Mitigation Measure 1, p. 32. With implementation of Mitigation Measure 1, the project would not have significant construction-related air quality impacts.

Project Emissions

The BAAQMD has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum-size projects that the District considers capable of producing air quality problems due to vehicular emissions. One of the applicable thresholds is 2,000 new vehicle trips per day. The project, with 341 daily vehicle trips, would be below this minimum standard. Therefore, no significant air quality impacts would be generated by the proposed project.

Objectionable Odors

The proposed project would include a change of use from light industrial to residential. Introduction of residential use is not expected to have the potential to create objectionable odors.

In view of the above, air quality effects, including construction emissions, traffic emissions and objectionable odors, would not result in significant environmental impacts.

Wind

Wind impacts are generally caused by large building masses extending substantially above their surrounding, and by buildings oriented so that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. The project would be about 20 feet in height taller than the existing onsite buildings. Although taller than the immediate surrounding one- and two-story structures, the height of the proposed building would be consistent with structures of similar height in the immediate area and the South of Market Area. Therefore, the proposed project would not result in adverse effects on ground level winds.

Shadow

Section 295 of the Planning Code protects certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. Planning Code Section 295 restricts net new shadow on public open spaces under the jurisdiction of, or to be acquired by, the Recreation and Park Commission by any structure exceeding 40 feet unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. To determine whether this project would conform to Section 295, a preliminary shadow fan was prepared by the Planning Department staff. The preliminary analysis determined that the project shadow would not

shade public areas subject to Section 295.⁵ Because of the proposed building height and the configuration of existing buildings in the vicinity, the net new shading which would result from the project's construction would be limited in scope and would not increase the total amount of shading above levels that are common and generally accepted in urban areas.

Based on the information presented above, the proposed project would not have significant impacts on air quality, climate, wind, or shadows.

7. <u>Utilities/Public Services</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Breach published national, state or local standards relating to solid waste or litter control?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Extend a sewer trunk line with capacity to serve new development?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Substantially increase demand for schools, recreation or other public facilities?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Require major expansion of power, water, or communications facilities?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The proposed project is on a site that is currently served by fire, police, schools, solid waste collection, recreational facilities, water, gas, and electricity. The project would intensify development on the site. The project would increase demand for and use of public services and utilities on the site, and would increase water and energy consumption, but not in excess of amounts expected and provided for in the project area. Thus, the project would not be expected to have an adverse impact on public services or utilities. The proposed residences would be designed to incorporate water-conserving measures, such as installing low-flush toilets, as required by San Francisco Building Code.

In the recent past, San Francisco consumers have experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project would not be built and occupied until about 2007; therefore, additional generating facilities may have been completed by the time the project is in operation. The project-generated demand for electricity would be negligible in the context of the overall demand with San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect.

⁵ A copy of the shadow fan analysis is available for public review by appointment in Case File 2004.0634K at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, California.

Based on the information presented above, the proposed project would not be expected to have a measurable impact on public services or utilities.

8. **Biology** – Could the project:
- | | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|--------------------------|-------------------------------------|-------------------------------------|
| a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| c. Require removal of substantial numbers of mature, scenic trees? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |

No known rare, threatened, or endangered species are known to exist in the project vicinity. The project site is in a developed urban area and does not support or provide habitat for any rare or endangered wildlife species. No other important biological resources exist on the site, which is covered by impervious surfaces that do not provide habitat. Development of the site would not require the removal of mature scenic trees because there are no trees on the site. The project would not affect plant or animal habitats. The project would not interfere with any resident or migratory species.

Based on the information presented above, the proposed project would not have significant impacts on biology.

9. **Geology/Topography** – Could the project:
- | | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|--------------------------|-------------------------------------|-------------------------------------|
| a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| b. Change substantially the topography or any unique geologic or physical features of the site? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |

The project site is about 25 feet above sea level and slopes downward toward the southwest. The near-surface soils in the project vicinity are composed of artificial fill deposits consisting of building debris (generated from the 1906 earthquake) mixed with gravel, sand, silt, and clay. Fill is estimated to extend to about six feet below ground surface. The fill on the project site is underlain by loose to medium dense Dune sand to a level of about 45 feet below the surface. Groundwater at the site is approximately 18.5 feet below ground surface of a depth at or slightly above mean sea level.⁶

The San Francisco General Plan Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to ground shaking from earthquakes along the San Andreas and Northern Hayward faults and other faults in the San Francisco

⁶ Treadwell & Rollo, Inc. *Geotechnical Consultation for Due Diligence Investigation*, 1350 Folsom Street, San Francisco, California, August 24, 2005. A copy of the report is available for review by appointment in Project File No. 2005.0634E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

Bay Area (Maps 2 and 3 of the Community Safety Element). The site is also located in a Seismic Hazards Study Zone in an area of liquefaction potential designated by the California Division of Mines and Geology (Map 4).

A preliminary geotechnical report was prepared for the project by a California-licensed geotechnical engineer.⁷ The document includes a site reconnaissance, testing and laboratory analysis of soil samples, a geologic and seismic hazard evaluation of the site, and a review of available subsurface information at the site and its vicinity. The purpose of the study was to evaluate subsurface conditions at the site and present preliminary geotechnical conclusions and recommendations for evaluating the feasibility of the proposed project. The proposed project's final building plans would be reviewed by the Department of Building Inspection (DBI), and the geotechnical investigation would be available for use by the DBI during its review.

The geotechnical report concluded that the site would be suitable for the proposed project. The geotechnical report concludes that the project's proposed building could be supported on spread footings. The geotechnical report also indicates that, "though there are medium dense sand layers that could liquefy during a major earthquake, these layers are thin, isolated, and present at a depth of 20 feet below ground surface. Therefore [the soils underlying the site] will not adversely impact the performance of the spread footing foundation."

To ensure compliance with all San Francisco Building Code provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it would determine necessary engineering and design features for the project to reduce potential damage to structures from ground shaking and liquefaction. In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of special geologic study areas and known landslide areas in San Francisco, as well as the building inspectors' working knowledge of areas of special geologic concern. Therefore, potential damage to structures from geologic hazards on a project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the Building Code.

The proposed project would not alter the topography of the project site, or otherwise affect any unique geologic or physical features of the site. Based on the information presented above, the proposed project would not result in a significant impact regarding geology and seismicity.

10. <u>Water</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Substantially degrade water quality, or contaminate a public water supply?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Cause substantial flooding, erosion or siltation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

⁷ Ibid.

The project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed buildings and storm water runoff from the project site would continue to flow into the City's combined storm water and sewer system, to be treated at the Southeast Water Pollution Control Plant prior to discharge into San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitations set by the Plant's National Pollutant Discharge Elimination System (NPDES) permit.

The project site is entirely covered by existing buildings. Because the proposed project would also cover the entire site, the proposed project would not increase the amount of impervious surface on the site.

The proposed project would include excavation, up to about six feet in depth underneath most of the site. Groundwater in the area is somewhere in the range of 18.5 feet below ground surface.⁸ Because excavation is not expected to reach groundwater levels, dewatering would not be necessary. However, if any groundwater were encountered during construction, it would be subject to the requirements of the City's Industrial Water Ordinance (Ordinance No. 197-77, requiring that groundwater meet specified standards before it may be discharged into the sewer system. Any groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this is found necessary by the Bureau of Environmental Regulation and Management (BERM) of the Public Utilities Commission, thereby reducing the amount of sediment entering the storm/sewer lines. The BERM must be notified of projects requiring dewatering. During operations, the project would comply with local wastewater discharge requirements, and would not affect water supplies or groundwater.

During construction, requirements to reduce erosion would be implemented pursuant to Building Code Chapter 33, Excavation and Grading.

Based on the information presented above, the proposed project would not result in a significant impact regarding water quality, groundwater, flooding, or erosion.

- | | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|--------------------------|-------------------------------------|-------------------------------------|
| 11. <u>Energy/Natural Resources</u> – Could the project: | | | |
| a. Encourage activities, which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |

The proposed project would include residential and accessory commercial uses. Development of these uses would not result in use of large amounts of fuel, water, or energy. The project would meet current state and local standards regarding energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, the project would not cause a wasteful use of energy, and would have a less-than-significant impact on energy and natural resources. No substantial environmental effects are expected from the proposed project.

⁸ Ibid.

The project would use natural gas and electricity for the residential appliances. The project would not use substantial quantities of other non-renewable natural resources. It would not use fuel or water in an atypical or wasteful manner. Therefore, the project would not have a significant effect on the use, extraction, or depletion of a natural resource.

Based on the information presented above, the proposed project would not result in a significant impact regarding energy consumption and use of natural resources.

12. Hazards – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Create a potential public health hazard or involve the use, production or disposal of materials, which pose a hazard to people or animal or plant populations in the area affected?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Interfere with emergency response plans or emergency evacuation plans?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Create a potentially substantial fire hazard?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

A Phase I Environmental Site Assessment (ESA) for the project site was prepared in May 2004, and a Phase II ESA for the project site was prepared in July of 2004; these reports are summarized here.⁹

The project site falls outside the boundary of the City and County of San Francisco Ordinance 253-86 (Maher Ordinance); the proposed project, therefore, would not be subject to this ordinance.¹⁰

A summary of the findings from the Phase I ESA indicate residential use of the project site and immediate surroundings from the late 1890s through the 1920s, gradually shifting to long-term industrial use dating back to the mid-1920s through the present. City Directory information from 1925 indicates that the 1350 Folsom Street property was listed as water pump and engine company. By 1935, aerial photography indicates that the entire project block had been developed nearly to its current status. In 1947, Department of Building Inspection records note 275 10th Street in use as a packaging plant, and by 1949, the City Directory lists the use of the 1350 Folsom Street building as a grocery warehouse. The 64-72 Dore Street building is listed as a candy packing and warehouse facility.

By the late 1940s nearby residential uses to the north of the project site had been replaced by industrial use, consisting of automotive repair, machine shops, electrical manufacturing facilities and truck yards. Offsite and potentially upgradient parcels at 235 10th Street (currently used as a parking lot) and 44 Dore Street (currently used as a photographic lab) may have contained gasoline pump islands, stained asphalt and piles of unknown materials. A San Francisco Department of Building Inspection permit from 1950

⁹ Erler & Kalinowski Inc., *Phase I Environmental Site Assessment of 1350 Folsom Street, 275 10th Street and 64-72 Dore Street prepared for Episcopal Community Services of San Francisco*, May 11, 2004. Erler & Kalinowski Inc., *Phase II Environmental Site Assessment of 1350 Folsom Street, 275 10th Street and 64-72 Dore Street*, July 23, 2004. These reports are available for review by appointment in Project File No. 2005.0634E at the Planning Department, Fifth Floor, 1660 Mission Street, San Francisco.

¹⁰ The Maher Ordinance encompasses the area of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The ordinance requires that soils be analyzed for hazardous wastes if more than 50 cubic yards of soil are to be disturbed.

authorized the construction of doorways between the 1350 Folsom Street and 275 10th Street buildings, presumably via the 64-72 Dore Street building. In 1952, the 72 Dore Street building was remodeled as a store and warehouse. A records review shows no further changes at the project site since the early 1950s.

Underground Storage Tanks

The 1350 Folsom, 275 10th Street, and 64-72 Dore Street parcels are not listed on the State Department of Toxic Substances Control (DTSC) Hazardous Waste and Substances List, which is a comprehensive list of project sites identified as potentially or identified as hazardous by the various state agencies including the California State Water Resources Control Board, which regulates leaking underground storage tanks. However, the Phase I ESA indicates that a 300-gallon underground storage tank (UST) originally installed in the 1920s and possibly used to store gasoline or heating oil is located approximately 3.5-feet below the sidewalk adjacent to the 64-72 Dore Street building. The project sponsor has agreed to Mitigation Measure 2, pp. 32-34, which addresses soil contamination in general (see discussion below) and the UST under the 64-72 Dore Street sidewalk in particular. Implementation of this Measure would ensure that potential impacts associated with the UST would be less than significant.

In addition to the UST adjacent to the 72 Dore Street parcel, the Phase I ESA reports that four subsurface structures were observed on the project site, including three large open-top concrete tanks with a capacity of approximately 60,000 gallons located under the floor of the 275 10th Street building, and an open-top sub-grade concrete tank with an approximate capacity of 2,700 gallons located in the southwest corner of the 1350 Folsom Street building. A debris-filled pit, possibly associated with automotive service, was also observed in the floor of the 1350 Folsom Street building. The project site is also underlain by fill that is known to contain elevated concentrations of lead and petroleum hydrocarbons.

Subsequent to the Phase I ESA, a Phase II ESA was prepared to further examine associated contamination from the UST and the site's former industrial use. As part of the Phase II ESA, 17 soil borings were drilled at various locations on the project site to a depth of 10 to 13 feet below ground surface (bgs) to collect samples for chemical analysis. Groundwater samples were collected from four of the 17 soil borings to a depth of 24 feet bgs. Soil and groundwater samples were then submitted for chemical analysis. The chemical results for the soil and groundwater samples indicate that varying concentrations of total petroleum hydrocarbons (TPH) as diesel and motor oil, Volatile Organic Compounds (VOCs), and metals exist in soil and groundwater beneath the site.

Soil and Groundwater

Soil samples were tested for the presence of the following chemical constituents: TPH (or gasoline); total petroleum hydrocarbons (TEPH); VOCs; polynuclear aromatic hydrocarbons (PAHs); polychlorinated biphenyls (PCBs); and Title 22 metals, which include arsenic, barium, chromium, cobalt, copper, lead, molybdenum, nickel, vanadium, and zinc.

Results indicated that no TPH, VOCs or PCBs were detected above laboratory reporting limits in any of the soil samples collected from the project site. TEPH was detected in one of the soil samples at a concentration of 28.2 mg/kg, which is below the environmental screening level (ESL) of 500 mg/kg. Nine

PAHs were detected in onsite soil samples and one PAH, benzo(a)pyrene, was detected above its ESL (established at 0.038) at a concentration of 0.083 mg/kg.¹¹

Arsenic, lead, chromium and nickel were detected at concentrations that exceed their ESL or potentially hazardous waste criteria in shallower soil samples (between 1 and 2 feet bgs) collected from fill materials from two of the borings. Chromium and nickel are present at levels consistent with the presence of serpentinite, an ultramafic rock¹² that is associated with the Franciscan Formation and is found in the California Coastal Range, including areas of San Francisco. Consequently, serpentinite is often a component of fill material in San Francisco. Serpentinite is geochemically distinctive in that it typically contains high concentrations of chromium, nickel and cobalt. Asbestos is also a common component of serpentinite. Arsenic was detected at a concentration of 6.56 mg/kg in one shallow soil sample, which exceeds the ESL and typical background concentration for that metal. Lead was detected in two of the borings at 134 and 203 mg/kg, which are concentrations that potentially exceed Resource Conservation and Recovery Act or State of California hazardous waste levels. The elevated levels of lead and arsenic, as well as the PAH benzo(a)pyrene, may be associated with 1906 earthquake debris, which was commonly used as fill material throughout this part of San Francisco.

Because lead and other potentially hazardous metals and chemical constituents could be present in the soils on the proposed project site, a Site Mitigation Plan (SMP) and a Health and Safety (H&S) Plan would be required prior to construction. The project sponsor has agreed to implement Mitigation Measure 2, pp. 32-34, which would ensure that any potential impacts due to the presence of lead or other hazardous materials in soils on the project site would be reduced to a less-than-significant level.

Groundwater samples were collected from four of the 17 soil borings to a depth of 24 feet bgs. The results concluded that there were no sources of TPH, TEPH, VOCs or PAHs observed above laboratory reporting limits. Cis-1,2-dichloroethene (cis-1,2-DCE) was detected in all four groundwater samples at concentrations ranging from 1.10 to 2.97 µg/L (micrograms per liter). Cis-1,2-DCE is a highly flammable, colorless liquid VOC with a sharp, harsh odor. It is used to produce solvents and in chemical mixtures. The concentration of cis-1,2-DCE detected in onsite groundwater samples is below the ESL and maximum contaminant level (MCL) of 6 µg/L. No other VOCs were detected above laboratory reporting limits in any of the four groundwater samples collected. No metals were detected in the groundwater samples at concentrations exceeding ESLs or MCLs. As such, no documented groundwater impacts from onsite activities are identified.

Hazardous Building Materials

Building Asbestos

Asbestos-containing materials may be found within the existing buildings proposed for demolition. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with

¹¹ ESLs obtained from *Screening for Environmental Concerns at Sites with Contaminated Soil and Groundwater, Interim Final*, San Francisco Regional Water Quality Control Board, September 4, 2003 as cited in the Phase II ESA.

¹² Ultramafic rocks are composed chiefly of magnesium and iron minerals.

notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/alterd including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the Department of Building Inspection (DBI) would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Lead-based Paint

Lead-based paint may be found in the existing buildings proposed for demolition as part of the project. Demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the HUD Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove

all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of the Department of Building Inspection, of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures by the San Francisco Building Code would ensure that potential impacts of demolition, due to lead-based paint, would be reduced to a level of insignificance.

Other Potential Hazardous Materials and Operational Impacts

Project demolition could result in an inadvertent release of mercury and PCBs that could expose construction workers, occupants, or visitors to these substances, which could result in various adverse health effects if exposure were of sufficient quantity. Although abatement programs similar to those described for asbestos and lead-based paint have not been adopted for PCB and mercury testing and cleanup, items containing PCBs and mercury that are intended for disposal must be managed as hazardous waste and must be handled in accordance with OSHA worker protection requirements.

During operation the proposed development would involve residential land uses that would require relatively small quantities of hazardous materials for routine household purposes. The project would likely result in the use of common types of hazardous materials such as cleaners and disinfectants. All of these products are labeled to inform users of risks, and to instruct them in proper disposal methods. Most of these materials are consumed or neutralized through use, resulting in little hazardous waste, and would therefore not pose a substantial public health or safety hazard.

Fire Hazards and Emergency Response Plans

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as the Department of Building Inspection), in order to ensure conformance with these provisions. The proposed project would conform to these standards, including development of an

emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hydrant water pressure and emergency access) would be mitigated during the permit review process.

Potential public health and safety hazards related to the possible presence of heavy metals on the project site, and potential fire hazards in the new building would be reduced to a less than significant level as a result of regulations and procedures already established as part of the review process for building permits and mitigation proposed as part of the project.

No interference with emergency response plans or emergency excavation plans would be expected. The project sponsor would develop an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services to ensure coordination between San Francisco's emergency planning activities and the project sponsor's plan to provide for building occupants in the event of an emergency. The project sponsor's plan would be reviewed by the Office of Emergency Services and implemented before the Department of Building Inspection issued final building permits. Occupants of the proposed building would contribute to congestion if an emergency evacuation of the South of Market area were required.

13. **Cultural** – Could the project:
- | | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|--------------------------|-------------------------------------|-------------------------------------|
| a. Disrupt or adversely affect a prehistoric or historic archeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| b. Conflict with established recreational, educational, religious or scientific uses of the area? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| c. Conflict with the preservation of buildings subject to the provisions of Article 10 or (proposed) Article 11 of the City <i>Planning Code</i> ? | TO BE DETERMINED | | |

Archaeological Resources

A preliminary archaeological assessment has been prepared for the proposed project, which addresses the prehistoric, historic, and natural formation contexts of the project site; the potential for archaeological resources to be present; and the eligibility of the expected resources for listing to the California Register of Historical Resources (CRHR).¹³

Prehistoric deposits have been recorded in the project vicinity in various stratigraphic contexts such as deeply buried paleosoils, buried beneath late period sand dunes, late soil formation surface deposits, at various depths ranging from 4.9 ft bgs to 75 ft bgs. Any subsurface deposits or features associated with twentieth century land uses on the project site (e.g., water pump manufacturer, packaging plant, wholesale/retail grocer, auto repair, etc.) are not expected to yield significant research value in terms of

¹³ Dean, Randall. *Memorandum: Archeological Sensitivity, 275 10th Street*, December 15, 2005. This memorandum is available for review by appointment in Project File No. 2005.0634E at the Planning Department, Fifth Floor, 1660 Mission Street, San Francisco.

the potential scientific value of research issues related to the uses or the type/range of data remaining. Thus, any 20th century archeological deposits within the project site are not expected to be significant under CEQA (i.e., eligible to the CRHR under Criteria D).¹⁴ Nineteenth century domestic archeological deposits may be present within the project site below the level of post-1906 fill that may be significant under CEQA.

According to the Phase II Environmental Site Assessment prepared for the project site (EKI, July 2004), the project site is underlain by 4 to 9 ft of post-1906 fill, consisting primarily of sand but also some building rubble. The Phase II report was based on more representative site sampling data than the project geotechnical report (Treadwell & Rollo, August 2005), which characterized the site as underlain by native sand based on one off-site soil sample. Thus, the 19th century land surface is expected to be 5 to 9 ft bgs.

No impacts to significant archeological resources are anticipated since project ground disturbing activities are expected to be within/above the 19th century living surface, which could contain the tops of potentially significant archeological resources/deposits such as filled-in privies and wells. However, there is some possibility that activities associated with the removal of the existing concrete tanks and pits within the project site could potentially affect 19th century archeological deposits.

Because there is a possibility, although not high, that the proposed project could affect CEQA-significant archeological resources, the project sponsor has agreed to implement Mitigation Measure 3, pp. 34-35, which would ensure that any potential impacts pertaining to the accidental discovery of archeological resources on the project site would be less than significant.

Historic Architectural Resources

The project site contains three light industrial warehouses at 1350 Folsom Street, 275 10th Street, both constructed in 1922 and 72 Dore Street, constructed in 1931. The buildings on the subject property are not listed in the National Register of Historic Places, Article 10 of the Planning Code (which concerns sites such as designated City Landmarks and buildings within Historic Districts), or Article 11 of the Planning Code (which involves rating buildings for their architectural significance). However, based on a survey prepared by Carey & Company for this project, the buildings on the subject property appear eligible for listing as contributors to a historic warehouse district in Western SOMA.¹⁵

Thus, the project would result in possible environmental effects, which could be limited to the site (the demolition of the three buildings), and/or cumulatively considerable (the demolition of the three buildings in the context of a loss of contributors to a historic district). As such, the project's impact on historic architectural resources will be analyzed in an Environmental Impact Report.

¹⁴ Generally, a resource is considered by a lead agency to be "historically significant" if the resource meets the criteria for listing on the CRHR (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4852) including the following: (A) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage; (B) Is associated with the lives of persons important in our past; (C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or (D) Has yielded, or may be likely to yield, information important in prehistory or history (CEQA Guidelines 15064.5(3)).

¹⁵ Carey & Company, *Draft Section 106 Review 275 10th Street Supportive Housing Project*, April 26, 2005. This memorandum is available for review by appointment in Project File No. 2005.0634E at the Planning Department, Fifth Floor, 1660 Mission Street, San Francisco.

C. OTHER

Yes No Discussed

1. Does the project require approval and/or permits from City Departments other than the Planning Department or Department of Building Inspection, or from Regional, State or Federal Agencies? ☐ ☒ ☐

D. MITIGATION MEASURES

Yes No N/A Discussed

1. Could the project have significant effect if mitigation measures are not included in the project? ☒ ☐ ☐ ☒
2. Are all mitigation measures necessary to eliminate significant effects included in the project? ☒ ☐ ☐ ☒

The following mitigation measures are necessary to avoid potential significant effects of the project and have been agreed to by the project sponsor.

Mitigation Measure 1: Construction Air Quality

The project sponsor would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractors obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulate and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when truck are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2: Underground Storage Tanks and Contaminated Soils

Step 1: Determination of Presence of Lead-Contaminated Soils

The project sponsor shall submit the Phase I and Phase II Environmental Site Assessments and a fee of \$414 in the form of a check payable to the San Francisco Department of Public Health (SQ. FT.DPH), to the Hazardous Waste Program, Department of Public Health, 101 Grove Street, Room 214, San Francisco, California 94102. The fee of \$414 shall cover three hours of soil testing report review and administrative handling. If additional review is necessary, DPH shall bill the project sponsor for each additional hour of review over the first three hours, at a rate of \$145 per hour. These fees shall be charged

pursuant to Section 31.47(c) of the San Francisco Administrative Code. DPH shall review the soil testing report to determine to whether soils on the project site are contaminated with lead at or above potentially hazardous levels. If DPH determines that the soils on the project site are not contaminated with lead at or above a potentially hazardous level (i.e., below 50 ppm total lead), no further mitigation measures with regard to lead-contaminated soils on the site would be necessary.

Step 2: Preparation of Site Mitigation Plan

Based on the results of soil testing for the Phase II Environmental Site Assessment, the project sponsor shall prepare a Site Mitigation Plan (SMP). The SMP shall include a discussion of the level of lead contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site; and 4) provisions for testing stockpiled soils prior to their disposal. The SMP shall be submitted to the DPH for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

Step3: Handling, Hauling, and Disposal of Lead-Contaminated Soils

Specific work practices: If based on the results of the soil tests conducted, DPH determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations, including OSHA lead-safe work practices) when such soils are encountered on the site.

Dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

Surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

Soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where lead-contaminated soils have been excavated and removed, up to construction grade.

Hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

Step 4: Preparation of Closure/Certification Report

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing lead-contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

Mitigation Measure 3: Archaeology

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery

program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

E. MANDATORY FINDINGS OF SIGNIFICANCE

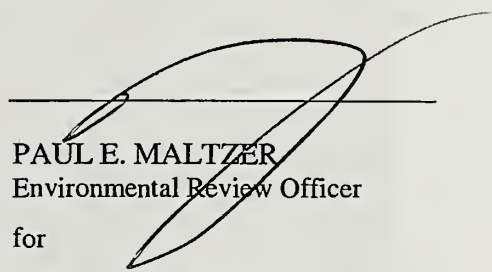
	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Does the project have possible environmental effects, which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	TO BE DETERMINED		
4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The project has the potential to contribute, along with other projects in the broader Eastern Neighborhoods area, to cumulative loss of PDR jobs and businesses, adverse land use impacts, or the City's ability to meet its housing needs as expressed in the City's General Plan. Analysis of those potential cumulative impacts will be included in the Environmental Impact Report.

F. ON THE BASIS OF THIS INITIAL STUDY:

- ☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the City Planning Department.
- ☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A MITIGATED NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Date: 4/07/06



PAUL E. MALTZER
Environmental Review Officer
for
Dean L. Macris
Director of Planning

APPENDIX B

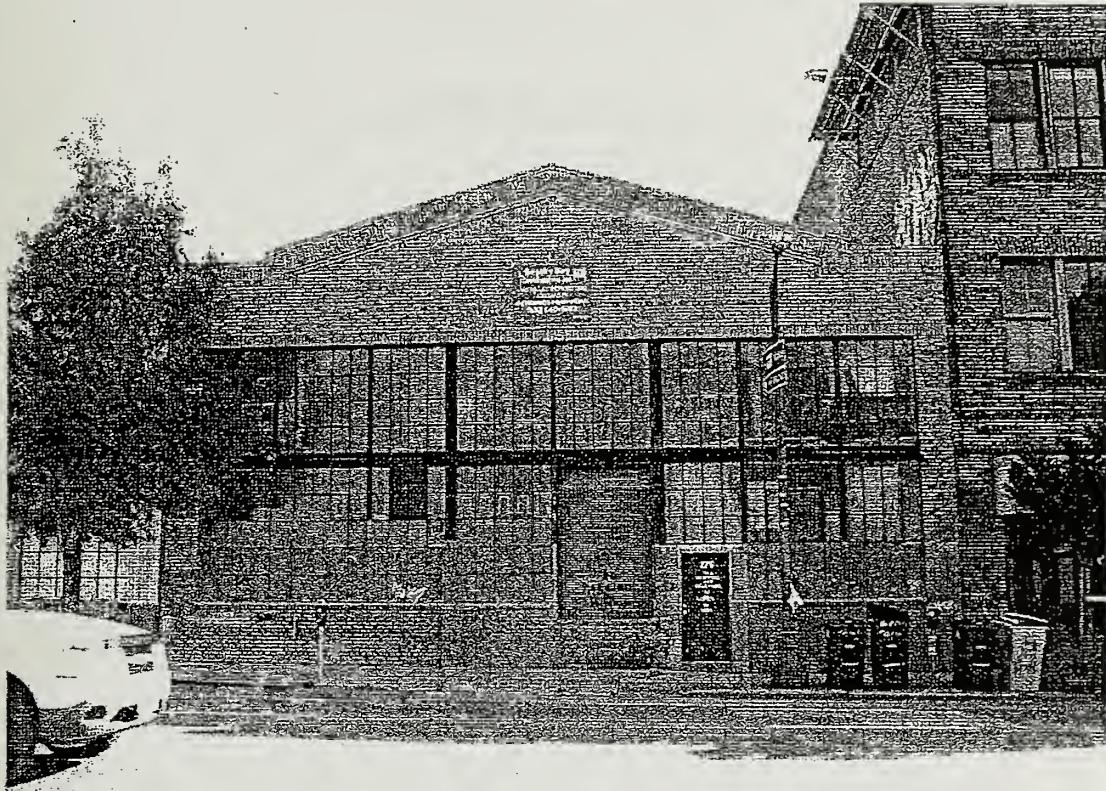
Historical Resources Background Reports

This appendix contains the text of the Section 106 review conducted for the proposed project in 2005 by Carey & Co., as well as the text of the Historic Properties Report prepared in 2004 by Page & Turnbull for the Folsom/Dore Apartments. The full reports, including all applicable state Department of Parks and Recreation (DPR) forms for each building surveyed, are available for review by appointment at the Planning Department, 1660 Mission Street, Suite 500, in Case File No. 2005.0634E.

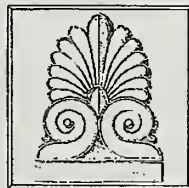
275 10th Street Supportive Housing Project
San Francisco, California

DRAFT SECTION 106 REVIEW

April 26, 2005



Prepared for
Episcopal Community Services
San Francisco, California



CAREY & CO. INC.
ARCHITECTURE

275 10th Street Supportive Housing Project
San Francisco, California

DRAFT SECTION 106 REVIEW

April 26, 2005

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APPENDICES:

- A. Map of the APE.
- B. Table of Survey Results for Properties within the APE.
- C. State of California Department of Parks and Recreation Inventory Forms (523A and 523B)
for properties within the APE.
- D. Bibliography



CAREY & CO. INC.
ARCHITECTURE

275 10th Street Supportive Housing Project
San Francisco, California

DRAFT SECTION 106 REVIEW

April 26, 2005

DESCRIPTION OF THE UNDERTAKING

The 275 10th Street Supportive Housing Project proposes to demolish three existing buildings located at 275 10th Street, 64 Dore Street, and 1350 Folsom Street and replace them with a 79,829 square foot, 4-story structure. This structure would contain 136 residential units as well as community rooms, offices, and some retail. The proposed project also contains some parking and open courtyard area.

IDENTIFICATION OF POTENTIALLY AFFECTED HISTORIC PROPERTIES

AREA OF POTENTIAL EFFECT

The Area of Potential Effect (APE) consists of a total of 29 properties along and surrounding the block of 10th Street between Howard and Folsom Street. The project site includes three buildings, located at 275 10th Street, 64 Dore Street, and 1350 Folsom Street. The remaining 26 properties are located within the project vicinity, defined as those properties adjacent to the project site or within approximately one block of the project site. See Appendix A for a detailed APE map.

SUMMARY OF PROPERTY SURVEY FINDINGS

The following is a summary of the results of Carey & Co.'s survey of the APE:

- Number of properties that are *currently* listed individually on the NRHP (status code 1S): 2
 - 260 10th Street (St. Joseph's Hall)
 - 1401 Howard Street (St. Joseph's Church)
- Number of properties that *appear to be eligible* for listing individually on the NRHP (status code 3S): 0

- Number of properties that are *currently* listed as district contributors on the NRHP (status code 1D): 0
- Number of properties that *appear to be eligible* for listing as district contributors on the NRHP (status code 3D/7N1): 17
 - 241 10th Street
 - 275 10th Street
 - 255-265 10th Street
 - 1400 Folsom Street
 - 1375 Howard Street
 - 291 10th Street
 - 220 9th Street
 - 24 Dore Street
 - 45 Dore Street
 - 64 Dore Street
 - 1347 Folsom Street
 - 1350 Folsom Street
 - 1353 Folsom Street
 - 1359 Folsom Street
 - 1379 Folsom Street
 - 1398 Folsom Street
 - Northeast corner of Dore and Folsom
- Number of properties that do not *appear to be eligible* for listing individually or as district contributors on the NRHP (status code 6Z): 10
 - 240 10th Street
 - 250 10th Street
 - 260 10th Street
 - 18 Dore Street
 - 44 Dore Street
 - 52 Dore Street
 - 1329 Folsom Street
 - 1335 Folsom Street (2)
 - 1365 Folsom Street

FIELD AND RESEARCH METHODS

Carey & Co. prepared this report. A site survey visit was carried out on April 4, 2005. During the site visit, Carey & Co. took digital photographs for verification of current historic status and for formal evaluation. We also noted the existing conditions, historic features, and architectural significance of the properties.

Historical research on the properties within the APE was undertaken at the following: San Francisco Public Library, Northwest Information Center at Sonoma State University and the City and County of San Francisco's Planning Department and Department of Building Inspection.

This report contains four appended documents. These are:

- A. Map of the APE.
- B. Table of Survey Results for Properties within the APE.
- C. State of California Department of Parks and Recreation Inventory Forms (523A and 523B) for properties within the APE.
- D. Bibliography

NARRATIVE DESCRIPTIONS

Area of Potential Effect Overview

The Area of Potential Effect (APE) is located at the west end of the South of Market neighborhood (SOMA) of San Francisco, near the border with the Mission District. It contains warehouses, auto repair garages, commercial establishments, surface parking lots, and residences, as well as religious and community service buildings. The residential buildings are confined to the south side of Folsom Street. The majority of the APE consists of industrial and commercial uses, and warehouse buildings are prevalent. Most of the warehouses are of concrete or brick construction, similar in character to the surrounding SOMA neighborhood. A church and related community service buildings dominate the west side of 10th Street.

Project Site

275 10th Street. This one-story warehouse building is rectangular in plan. It is of brick construction and clad in brick veneer. The primary (west) façade is characterized by a pitched parapet and the roof is not visible beyond it. A roll-up metal door is located near the center of the façade, and its base is raised above street level. A hollow core wood door at street level is

located south of this roll-up door. Windows dominate the façade; they are metal industrial sash with metal mullions and may have either hopper or awning panels (hinges indicate that these are moveable, but the direction was unclear). Ornamental features include raised brick bands at the top of the parapet and a deteriorated band of wood molding across the center of the façade. The north, east, and south facades all abut adjacent properties.

64 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1350 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

Project Vicinity

220 9th Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

240 10th Street. This one-story garage building is rectangular in plan with a flat roof. It is of concrete construction and clad in stucco. The primary (east) façade contains three roll-up garage doors. The center door is composed of wood panels and is wider than the metal standing seam doors that flank it, one on either side. The north and south facades contain no openings and the south façade was not accessible during this site visit. The building is utilitarian in nature with no ornamentation.

241 10th Street. This two-story office and car rental building is rectangular in plan with a flat roof. It is of brick construction with a wood truss roof and the primary (west) façade is clad in stucco. Three bays compose the primary façade, the center bay projecting slightly outward. The primary entrance is located under a fabric awning at the north end of the façade (reading “Hertz Local Edition Car Rental”) and it can be covered by a metal security gate that is left open during business hours. This entrance contains a large opening for vehicle access and a glass and metal doorway into a service office. A secondary door, also metal and glass, is located at the south end of the façade. Windows are metal-sash fixed at the first floor and metal sliders flanking fixed lites at the second floor. Signage reading “Hertz Local Edition Car Rental” is affixed to the top portion of the center bay.

The north façade is clad in painted brick. A parking lot adjacent to the building to the north, bounded by a chain-link and barbed-wire fence, is used for rental vehicle storage. An opening in the north façade of the building gives vehicle access to and from the lot. A metal-clad shed-roof

garage building is located to the rear of the lot, abutting the north façade of the main building. In addition, two large, free-standing advertising billboards are located in the lot, near the north façade of the building. The east and south facades abut adjacent properties.

250 10th Street. This two-story community service building is irregular in plan with a lower flat roof portion and a hip-roofed second story. It is of concrete construction with stucco cladding. Metal security gates cover the primary entry at the center of the first floor east façade. The entry, which is accessed via a small concrete block stair with metal railings, contains a wood door behind the gate. Windows are aluminum one-over-one and at the first floor on the north façade numerous windows are covered by security grates. A low concrete block wall along the east façade contains an elevated garden. The south façade is adjacent to a parking lot and the west façade was not accessible during the site visit.

255-265 10th Street. This building houses two auto repair shops and is square in plan; although it appears to be two-stories in height, it is only one-story. The roof is not visible beyond a decorative parapet. It is of concrete construction and the primary (west) façade is clad in stucco. Two mirror-image storefronts characterize the façade; each half has pilasters that divide them into three bays. The center bay is distinguished by a pitched parapet and it contains a metal roll-up door for vehicle access, topped by a multi-lite glass and metal transom. A door is located to the side of this vehicle entry on both halves of the facades – it is metal and glass multi-lite on the north half and metal at the south half. Tall metal multi-lite windows with wood mullions occupy most of the flanking bays. The center bay also displays these tall window units without the mullions, and a horizontally oriented window at the upper story in the center. Signage projects from the center bay on the north half reading “AA Auto Repair Body & Painting” and on the south half reading “Pacific Motors.” Decorative elements include Art Deco touches such as the stepped incisions at the parapet and stepped raised ornaments flanking the garage entrance. The north, east and south facades abut the adjacent properties.

260 10th Street/Children's Village Child Development Center. This one-story community service building is L-shaped in plan with a flat roof. The longer wing of the “L” is oriented on an east-west axis at the south edge of the parcel, and the shorter wing projects north from the west end of this longer section. The building is of concrete construction and the street (east) façade is composed of concrete block. Metal security gates cover the pedestrian entry at the street façade, and doors along the length of the wings are glass and metal. A metal security gate also covers the vehicle entry at the street façade; a parking lot occupies the area between the two wings of the “L.” Windows are metal multi-lite. The south and west facades abut adjacent properties. Signage in the form of lettering decorates the street façade, reading “Children's Village Child Development Center.”

260 10th Street/ St. Joseph's Hall. This church is rectangular in plan with a front-gable roof. It is of wood-frame construction and is clad in stucco. The primary (east) façade is characterized by

two towers that flank the gable end. Bell-shaped domes topped by crosses cover the towers, and arched openings encircle the towers below the domes. Scalloped incised designs are also located toward the top of the towers, which are themselves squared. The primary entrance is located in the center of the façade, accessed via a set of stairs with metal railings and set within an arched recession. It contains three double-doors and three one-over-one windows that appear to be covered on the interior by plywood. A cross projects from the point of the gable end. The remaining facades were not accessible during the site visit.

291 10th Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

18 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

24 Dore Street. This property was previously surveyed for a Section 106 review in 2002, using address "34 Dore Street." Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

44 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

45 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

52 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1329 Folsom Street. This property was previously surveyed for a Section 106 review in 2002, using address "1331 Folsom Street." Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1335 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

Northeast Corner of Dore and Folsom. This property was previously surveyed for a Section 106 review in 2002, using address "1346 Folsom Street." Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1347 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1350 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1353 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1359 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1365 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1379 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1398 Folsom Street. This property was previously surveyed for a Section 106 review in 2002, using address "299 10th Street." Please see State of California Department of Parks and Recreation Inventory Form (523A), Attachment C.

1400 Folsom Street. This two-story warehouse and commercial building is rectangular in plan with a flat roof. It is of concrete construction and the south and east facades are clad in brick veneer, corrugated metal, and stucco. These facades are arranged in bays separated by the brick; decorative panels with raised molding are located between stucco upper sections and corrugated metal lower sections. The primary entry is located on the south façade and consists of metal roll-up doors for vehicle access and a glass and metal door that leads to the service office. Windows are metal fixed at this façade, and multi-lite metal sash windows are at the north façade. The west façade abuts the adjacent property. Ornamental features include the raised molding in each bay, exterior globe light fixtures, and a simple boxed and painted metal cornice. Signage projects

from the southeast corner and at intervals along the south and east facades reading “Storage Box Pack Ship/Crockers Lockers.” Alterations appear to include metal seismic framing of the brick veneer and the removal of ornament from the top of each brick pilaster leaving oval-shaped scars.

1375 Howard Street. This one-story commercial building is rectangular in plan with a flat roof. It is of concrete construction with stucco-clad walls. The primary entrance is located at a covered loading dock at the southeast corner of the building. The primary entry door is a sliding glass door in a metal surround. A secondary entrance at the north façade contains a glass and metal frame swinging door and is recessed in a wood-clad niche. A roll-up metal door is also present, located on the south end of the west façade. Windows are metal sash fixed. A parking lot is situated to the south of the building, surrounded by a chain-link fence, and contains a large free-standing advertising billboard. Signage at the upper portion of the façade on the north, west, and south facades consists of raised letters (“Kelly Paper Store”) and a logo. The east façade abuts the adjacent property. A painted band wraps around the top of the visible facades, providing the only notable ornamentation.

1401 Howard Street. This church is cross-shaped in plan with a cross-gable roof. It is of brick construction and is clad in stucco. The cross is oriented on a north-south axis, with the cross-wing at the south end of the building. The primary (north) façade is characterized by two towers that flank the gable end. Bell-shaped domes topped by crosses cover the towers, and arched openings encircle the towers below the domes. Scalloped incised designs are also located toward the top of the towers, which are themselves squared. Each tower also contains rose windows and extremely tall and narrow arched windows. The primary entrance is located in the center of the north façade, accessed via a set of stairs with metal railings and set within an arched recession. It contains three double-doors, each under a dentil-topped archway supported on classical columns, and a large rose window. A cross projects from the point of the gable end. The remaining facades are similarly decorated, with arched windows and arched doors, as well as rose windows at both ends of shorter wing. The decoration is elaborate and features religious motifs such as the quatrefoil. Gardens are located at the east, west, and south facades.

HISTORICAL SUMMARIES

South of Market Overview

The South of Market Area (SOMA) in San Francisco was first surveyed in 1847. Prior to that time the area was covered in sand and swamps. The “vara,” a Spanish unit of measurement, was used by the surveyor (Jasper O’Farrell), and SOMA’s 100-vara blocks are four times the size of other blocks in the city. With its location near both the waterfront and downtown, SOMA soon started to be developed as an industrial area. Eventually a variety of building types were located there, including factories and warehouses on the primary streets and residential construction

along secondary roads. This residential development supported the laborers who worked in the area, the majority of whom were immigrants from Ireland, Germany, France, and beyond. As industry grew so did the number of people living in the area, and by 1900 one-fifth of the total population of San Francisco lived in SOMA.¹

SOMA was particularly devastated during the 1906 earthquake and fire due to its construction on unstable ground. Most of the area was destroyed and had to be re-built, and residential development was pushed westward. The population in the area fell by about two-thirds following the earthquake. In the place of residential construction arose industrial buildings, many of which were built between 1906 and 1911 or 1920 and 1925, two building “booms.”²

During the decades that followed, development in SOMA stagnated. Some buildings underwent remodeling, updating industrial “stripped-down Classical” styles with Streamline Moderne in the 1930s, or removal of decorative elements for a more International Modern aesthetic in the 1940s and 1950s. Finally, in the 1990s SOMA began to experience a revival with the growth of the technology industry; many new “dot.com” companies located there and existing warehouses were converted to offices and residential spaces. Despite the decline of technology sector companies in San Francisco in recent years, SOMA continues to experience development.³

The large number of intact early-20th century industrial buildings in SOMA today reflects this history. As a group they are generally considered to be a potential historic district.⁴

Area of Potential Effect Overview

Prior to the 1906 earthquake and fire, the APE was dominated by multi-unit residential buildings.⁵ It was originally an Irish immigrant neighborhood.⁶ The northern half of the west side of 10th Street contained St. Joseph’s Church and Grammar School, and the Convent of the Most Holy Names.⁷ Therefore the church originally stood surrounded by dwellings, and undoubtedly many of the residents were members of the congregation. The stark contrast in the

¹ Page & Turnbull, Inc. “Folsom/Dore Apartments, Historic Properties Report” (San Francisco: Page & Turnbull, Inc., 2002) 6-8.

² Page & Turnbull, Inc. “Folsom/Dore Apartments, Historic Properties Report” (San Francisco: Page & Turnbull, Inc., 2002) 8-9.

³ Page & Turnbull, Inc. “Folsom/Dore Apartments, Historic Properties Report” (San Francisco: Page & Turnbull, Inc., 2002) 8-11.

⁴ Page & Turnbull, Inc. “Folsom/Dore Apartments, Historic Properties Report” (San Francisco: Page & Turnbull, Inc., 2002) 14; Page & Turnbull, Inc. “8th and Howard Streets Affordable Housing, Section 106 Review” (San Francisco: Page & Turnbull, Inc., 2000) 7, 9; Architectural Resources Group, “Determination of Eligibility Evaluation, Eighth and Natoma Streets, San Francisco, California” (San Francisco: Architectural Resources Group, 2000) 5.

⁵ Sanborn Fire Insurance Maps, “San Francisco, CA,” 1889 map 63; 1899-1900 maps 167, 168, and 170.

⁶ Sally B. Famarin, National Register of Historic Places Inventory – Nomination Form for “St. Joseph’s Church and Complex,” 1982.

⁷ Sanborn Fire Insurance Maps, “San Francisco, CA,” 1889 map 63; 1899-1900 maps 167, 168, and 170.

building make-up of the APE after the earthquake is evidence of the complete destruction of the older buildings; no building extant today pre-dates 1906. By the 1910s the area was slowly rebuilding, with far fewer dwellings located among the industrial and commercial buildings being erected.⁸ New church buildings replaced those destroyed, but the surrounding area no longer had a residential character. By the mid-20th century the APE looked much as it does today, with the church buildings situated among blocks with light industrial and commercial uses, and few residences.⁹

Project Site

275 10th Street. This industrial building was constructed in 1931.¹⁰ It replaced a similarly sized building at the same location with address "271 10th Street."¹¹ The building was designed by architect E.A. Neumarkel for owner G.W. Price Pump and Engine Company.¹² Neumarkel practiced in San Francisco from the 1910s until at least 1934.¹³ By 1947 the building was owned and used by Blum's Packaging Plant, and at that time contractor McGahey & Olson completed interior alterations.¹⁴ In 1991 the building was being operated as a sewing factory by owner Burton M. Miller, and in that year parapet reinforcement work was undertaken.¹⁵ A seismic retrofit was completed in 2004.¹⁶ With its gable parapet, brick façade, and metal roll-up door, this can be classified as an early-20th century industrial style building.

64 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1350 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

Project Vicinity

220 9th Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B),

⁸ Sanborn Fire Insurance Maps, "San Francisco, CA," 1913-1915 maps 187, 188 and 194.

⁹ Sanborn Fire Insurance Maps, "San Francisco, CA," 1950 maps 187, 188 and 194.

¹⁰ Original building permit for "275 10th Street," City of San Francisco Department of Building Inspection Microfilm archives; Property Information Report for "275 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems.

¹¹ Sanborn Fire Insurance Maps, "San Francisco, CA," 1913-15 map 187; 1950 map 187.

¹² Permits for "275 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

¹³ David Parry, "Index of San Francisco Architects from City Directories" (San Francisco Architectural Heritage collections, San Francisco, CA).

¹⁴ Permits for "275 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

¹⁵ Permits for "275 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

¹⁶ Permits for "275 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

Attachment C.

240 10th Street. This three-bay automobile garage was constructed in 1960.¹⁷ Associated with the adjacent St. Joseph's property, it is utilitarian in design. It is located within the boundaries of the St. Joseph's Church and Complex National Register-listed property, but was specifically identified in the nomination as a non-contributor.¹⁸ With its utilitarian design, garage door bays, and roll-up doors, this can be classified as a mid-20th century automobile garage style building.

241 10th Street. This commercial building was constructed in 1921 as an automobile repair shop.¹⁹ The original owner was G.M. Perine and the builder was Samuel Schell.²⁰ Perine was a politician and worked as the vice-president of Banco Popolare Fugazi.²¹ It was still in use as an auto repair shop in 1950.²² Today the building is used as a car rental location by Hertz. San Francisco Architectural Heritage has assigned the property a "C" rating, indicating that it is of "contextual importance."²³ With its roll-up door, brick construction and lack of ornamentation, this can be classified as an early-20th century industrial style building.

250 10th Street. This community service and childcare building was constructed in 1961.²⁴ It is associated with the Children's Village Child Development Center (built in 1959) located to the south at 260 10th Street. Both educational buildings replaced one school building that had been located at the site since at least the 1910s.²⁵ It is currently operated as St. Joseph's Family Center. With its aluminum sash windows, asymmetrical façade, and lack of ornamentation, this can be classified as a mid-20th century educational/institutional style building.

255-265 10th Street. This automobile repair shop building was constructed in 1932 for owner John Cassaretto.²⁶ The building replaced a row of flats that had been located at the site since at least the 1910s.²⁷ It was initially occupied by Peerless Welding Company and later Northwest

¹⁷ Property Information Report for "240 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems.

¹⁸ Sally B. Famarin, National Register of Historic Places Inventory – Nomination Form for "St. Joseph's Church and Complex," 1982, section 7, page 2.

¹⁹ Permits for "241 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

²⁰ Permits for "241 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

²¹ Property Information Report, Historic Resources Inventory for "241 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems.

²² Sanborn Fire Insurance Maps, "San Francisco, CA," 1950 maps 187.

²³ Property Information Report, Historic Resources Inventory for "241 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems; The Foundation for San Francisco's Architectural Heritage, *Splendid Survivors* (San Francisco: California Living Books, 1979) 13.

²⁴ Property Information Report for "250 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems.

²⁵ Sanborn Fire Insurance Maps, "San Francisco, CA," 1913-15 map 194; 1950 map 194.

²⁶ Permits for "255-265 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

²⁷ Sanborn Fire Insurance Maps, "San Francisco, CA," 1913-15 map 187; 1950 map 187.

Engine Company; likely the two businesses operated separately, one in each half of the divided building.²⁸ By 1950 the north half was a store and the south half was a welding and machine shop.²⁹ Today both halves are occupied by different automobile repair shops. With its incised stepped parapet and geometrical decoration this can be classified as an Art Deco style building.

260 10th Street/Children's Village Child Development Center. This community service and school building was constructed in 1959.³⁰ It is associated with the St. Joseph's Family Center (built in 1961) located to the north at 250 10th Street. Both educational buildings replaced one school building that had been located at the site since at least the 1910s.³¹ It is currently operated as Children's Village Child Development Center. With its L-shaped plan, horizontal character, and lack of ornamentation, this can be classified as a mid-20th century educational/institutional style building.

260 10th Street/ St. Joseph's Hall. St. Joseph's has been located at the same site (the corner of 10th and Howard) since 1861. Prior to 1906 the church complex included separate church and grammar school buildings. The current parish hall was constructed in 1906 following the destruction of all the site buildings during the earthquake and fire. The building was used as a temporary church and school while the new church at 1401 Howard Street was being built. It was listed, along with St. Joseph's Church, on the National Register in 1982.³² With its hall design, flanking bell towers, and cross ornamentation, this can be classified as simple basilica style church building.

291 10th Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

18 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

24 Dore Street. This property was previously surveyed for a Section 106 review in 2002, using address "34 Dore Street." Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

²⁸ Permits for "255-265 10th Street," City of San Francisco Department of Building Inspection Microfilm archives.

²⁹ Sanborn Fire Insurance Maps, "San Francisco, CA," 1950 map 187.

³⁰ Property Information Report for "260 10th Street," City of San Francisco Planning Department Office of Analysis and Information Systems; Permits for "250 10th Street," City of San Francisco Department of Building Inspection Microfilm archives (note: these permits appear to correspond to the building at 260 10th Street, especially considering the matching construction date on the original permit)

³¹ Sanborn Fire Insurance Maps, "San Francisco, CA," 1913-15 map 194; 1950 map 194.

³² Sally B. Famarin, National Register of Historic Places Inventory – Nomination Form for "St. Joseph's Church and Complex," 1982, section 7 page 1-2; section 8.

44 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

45 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

52 Dore Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1329 Folsom Street. This property was previously surveyed for a Section 106 review in 2002, using address "1331 Folsom Street." Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1335 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

Northeast Corner of Dore and Folsom. This property was previously surveyed for a Section 106 review in 2002, using address "1346 Folsom Street." Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1347 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1350 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1353 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1359 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1365 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1379 Folsom Street. This property was previously surveyed for a Section 106 review in 2002. Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1398 Folsom Street. This property was previously surveyed for a Section 106 review in 2002, using address “299 10th Street.” Please see State of California Department of Parks and Recreation Inventory Form (523B), Attachment C.

1400 Folsom Street. This commercial warehouse building was constructed by architect A.R. Pease and builder Baron & Hilt in 1924 for owner Kleiber Motor Truck Company.³³ The company was owned by Paul Kleiber, a German immigrant trained as a blacksmith who began making buggies after arriving in San Francisco in 1894.³⁴ Kleiber later designed and manufactured his own brand of cars and trucks.³⁵ The building at 1400 Folsom was used as both a manufacturing factory and a show room for the Kleiber vehicles.³⁶ It was reported to be the first automobile show room in operation in SOMA.³⁷ Kleiber was one of only two firms to build automobiles in San Francisco, and by the mid-1920s the company had sales branches as far north as Seattle and south to Santa Barbara.³⁸ Due to increasing competition Kleiber ceased production of cars in 1929, but the company’s primary focus was on trucks and these continued to be produced until 1937, the year before Paul Kleiber died.³⁹ In 1985 the exterior windows were covered with a stud wall and stucco.⁴⁰ It is currently being used as a storage warehouse.⁴¹ San Francisco Architectural Heritage assigned the property a “B” rating in 1984 (prior to the 1985 alterations), indicating that it was of “major importance;” it was also included in the 1976

³³ Permits for “1400 Folsom Street,” City of San Francisco Department of Building Inspection Microfilm archives; phone call with San Francisco Architectural Heritage staff, 19 April 2005.

³⁴ David Moore, “Made in San Francisco: One Kleiber car remains from Folsom Street factory” *San Francisco Chronicle*, 25 June 1989, p.43.

³⁵ “SF News February 1933” from “Kleiber, Paul” clipping file, S.F. Businesses Collection, San Francisco Public Library History Room.

³⁶ “Kleiber Motor Truck Factory” *San Francisco Business*, 16 January 1925, p. 20.

³⁷ “Kleiber Motor Truck Factory” *San Francisco Business*, 16 January 1925, p. 20.

³⁸ David Moore, “Made in San Francisco: One Kleiber car remains from Folsom Street factory” *San Francisco Chronicle*, 25 June 1989, p.43.

³⁹ David Moore, “Made in San Francisco: One Kleiber car remains from Folsom Street factory” *San Francisco Chronicle*, 25 June 1989, p.43.

⁴⁰ Property Information Report for “1400 Folsom Street,” City of San Francisco Planning Department Office of Analysis and Information Systems.

⁴¹ Property Information Report for “1400 Folsom Street,” City of San Francisco Planning Department Office of Analysis and Information Systems; Permits for “1400 Folsom Street,” City of San Francisco Department of Building Inspection Microfilm archives.

Department of City Planning (DCP) Architectural Survey and assigned a “O” rating (contextually significant).⁴² With its brick veneer façade, large massing, and concrete construction, this can be classified as an early-20th century industrial style building.

1375 Howard Street. This commercial building was constructed in 1923.⁴³ It was built on land left vacant by the destruction of the 1906 earthquake and fire.⁴⁴ In 1950 it was used as a factory. Today it is operated as a retail store by Kelly Paper Store. With its concrete construction, stucco cladding and lack of ornamentation, this can be classified as an early-20th century industrial style building.

1401 Howard Street. The St. Joseph’s Church property has been situated at the same corner of 10th Street and Howard Street since 1861. It was completely destroyed during the 1906 earthquake and fire. The current Romanesque Revival building, designed by San Francisco architect John J. Foley, was erected from 1913 to 1914. Initially the church congregation was largely composed of Irish immigrants and their families who lived in the area. Following the 1906 earthquake and fire the surrounding area became less residential and more industrial in character. By the 1950s fewer Irish were members, and the congregation was composed primarily of Latin American, Filipino, and Pacific Islander immigrants. In the 1980s the church had become the largest Filipino parish in the United States and contained the “National Shrine of Filipinos in the United States” – a chapel of the Santo Niño de Cebu. The church was listed on the National Register in 1982.⁴⁵

STATUS UNDER THE NATIONAL REGISTER OF HISTORIC PLACES

The following section provides the historical status for each property within the APE.

The National Register of Historic Places (NRHP) is the official federal list of historic resources that have architectural, historic or cultural significance at the national, state or local level. The NRHP is administered by the National Park Service, an Agency of the Department of the Interior. Listing of a property on the NRHP does not prohibit demolition or alteration of that property, but does denote that the property is a resource worthy of recognition and protection. To be eligible for NRHP listing, a property must meet at least one of the Criteria for Evaluation

⁴² Property Information Report for “1400 Folsom Street,” City of San Francisco Planning Department Office of Analysis and Information Systems; phone call with San Francisco Architectural Heritage staff, 19 April 2005; The Foundation for San Francisco’s Architectural Heritage, *Splendid Survivors* (San Francisco: California Living Books, 1979) 12.

⁴³ Property Information Report for “1375 Howard Street,” City of San Francisco Planning Department Office of Analysis and Information Systems.

⁴⁴ Sanborn Fire Insurance Maps, “San Francisco, CA,” 1913-15 map 187.

⁴⁵ Sally B. Famarin, National Register of Historic Places Inventory – Nomination Form for “St. Joseph’s Church and Complex,” 1982, section 7, section 8.

(see below) and possess integrity. Most properties evaluated for eligibility are over 50 years old.

The NRHP Criteria for Evaluation are:

"A. Property is associated with events that have made a significant contribution to the broad patterns of our history.

"B. Property is associated with the lives of persons significant in our past.

"C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

"D. Property has yielded, or is likely to yield, information important to prehistory or history."⁴⁶

Project Site

275 10th Street. This property is currently not listed on the NRHP. In Carey & Co.'s professional opinion it does not appear to be individually NRHP eligible, but it does appear eligible for listing as a contributor to a potential SOMA historic district.

To be potentially eligible for *individual* listing on the NRHP, a building must usually be over 50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed 74 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for individual listing. In Carey & Co.'s opinion, archival research yielded no information indicating an association with significant historic events, individuals or entities (NRHP Criteria A and B). Under NRHP Criterion C, the building's early-20th century industrial style does not sufficiently embody the distinctive characteristics of the style, type, or period to be individually eligible. Finally, archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D). However, it is Carey & Co.'s professional opinion that the property possesses sufficient contextual significance and integrity as an early-20th century industrial building to be eligible for listing as a *contributor* to a potential SOMA historic district, based upon its association with industrial development and its architectural design (NRHP Criteria A and C).

64 Dore Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "4D2" rating, indicating that it may become eligible for the NRHP as a

⁴⁶ *How to Complete the National Register Registration Form*, National Register Bulletin, no. 16A (Washington, D.C.: United States Department of the Interior, 1997): 75.

contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1350 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "4D2" rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

Project Vicinity

220 9th Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "4D2" rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

240 10th Street. The property at 240 10th Street is not currently listed on the NRHP. It does not appear to be individually eligible for listing on the NRHP, nor does it appear eligible as a contributor to a potential NRHP-eligible district.

This garage building is located within the boundaries of the St. Joseph's Church and Complex property that was listed on the National Register in 1982. However, the nomination form specifically identified the building as a non-contributor. Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a mid-20th century auto garage building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D). It is also not sufficiently related to the potential district character for listing as a contributor.

241 10th Street. This property is currently not listed on the NRHP. In Carey & Co.'s professional opinion it does not appear to be individually NRHP eligible, but it does appear eligible for listing as a contributor to a potential SOMA historic district.

To be potentially eligible for *individual* listing on the NRHP, a building must usually be over 50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed 84 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for individual listing. In Carey & Co.'s opinion,

archival research yielded no information indicating an association with significant historic events, individuals or entities (NRHP Criteria A and B). Under NRHP Criterion C, the building's early-20th century industrial style does not sufficiently embody the distinctive characteristics of the style, type, or period to be individually eligible. Finally, archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D). However, it is Carey & Co.'s professional opinion that the property possesses sufficient contextual significance and integrity as an early-20th century industrial building to be eligible for listing as a *contributor* to a potential SOMA historic district, based upon its association with industrial development and its architectural design (NRHP Criteria A and C).

250 10th Street. The community service and childcare building at 250 10th Street is not currently listed on the NRHP. It does not appear to be individually eligible for listing on the NRHP, nor does it appear eligible as a contributor to a potential NRHP-eligible district.

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a mid-20th century educational building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D). It is also not sufficiently related to the potential district character for listing as a contributor.

255-265 10th Street. This property is currently not listed on the NRHP. In Carey & Co.'s professional opinion it does not appear to be individually NRHP eligible, but it does appear eligible for listing as a contributor to a potential SOMA historic district.

To be potentially eligible for *individual* listing on the NRHP, a building must usually be over 50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed 73 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for individual listing. In Carey & Co.'s opinion, archival research yielded no information indicating an association with significant historic events, individuals or entities (NRHP Criteria A and B). Under NRHP Criterion C, the building's Art Deco style does not sufficiently embody the distinctive characteristics of the style, type, or period to be individually eligible. Finally, archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D). However, it is Carey & Co.'s professional opinion that the property possesses sufficient contextual significance and integrity as an Art Deco building to be eligible for listing as a *contributor* to a potential SOMA historic district, based upon its association with industrial development and its architectural design (NRHP Criteria A and C).

260 10th Street/Children's Village Child Development Center. The child development center at 260 10th Street is not currently listed on the NRHP. It does not appear to be individually eligible for listing on the NRHP, nor does it appear eligible as a contributor to a potential NRHP-eligible district.

Because the building is less than 50 years old, it must be exceptionally significant to qualify for listing on the NRHP. In Carey & Co.'s opinion, archival research yielded no information indicating an association with exceptionally significant historic events or people (Criteria A & B). Moreover, while it is an example of a mid-20th century educational building, the building does not exceptionally embody the distinctive characteristics of its style, type, or period (Criterion C). Archival research provided no indication that the building has the potential to yield exceptionally important information (Criterion D). It is also not sufficiently related to the potential district character for listing as a contributor.

260 10th Street/ St. Joseph's Hall. The church at 260 10th Street is currently listed on the NRHP as part of the St. Joseph's Church and Complex. Carey & Co. concurs with this listing.

291 10th Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "4D2" rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

18 Dore Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "6Z" rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

24 Dore Street. This property was previously evaluated for a Section 106 review in 2002, using address "34 Dore Street." At that time it was assigned a "4D2" rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

44 Dore Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a "6Z" rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

45 Dore Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

52 Dore Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “6Z” rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1329 Folsom Street. This property was previously evaluated for a Section 106 review in 2002, using address “1331 Folsom Street.” At that time it was assigned a “6Z” rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1335 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “6Z” rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

Northeast Corner of Dore and Folsom. This property was previously evaluated for a Section 106 review in 2002, using address “1346 Folsom Street.” At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1347 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1350 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1353 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At

that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1359 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1365 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “6Z” rating, indicating that it is ineligible for listing on the NRHP. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1379 Folsom Street. This property was previously evaluated for a Section 106 review in 2002. At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1398 Folsom Street. This property was previously evaluated for a Section 106 review in 2002, using address “299 10th Street.” At that time it was assigned a “4D2” rating, indicating that it may become eligible for the NRHP as a contributor with more research on the District. [Please see State of California Department of Parks and Recreation Inventory Forms (523A, 523B), Attachment C.] Carey & Co. concurs with this assessment.

1400 Folsom Street. This property is currently not listed on the NRHP. In Carey & Co.’s professional opinion it does not appear to be individually NRHP eligible, but it does appear eligible for listing as a contributor to a potential SOMA historic district.

To be potentially eligible for individual listing on the NRHP, a building must usually be over 50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed 81 years ago, it meets the age requirement. Under NRHP Criterion A, archival research yielded information indicating an association with significant historic events – the manufacture of automobiles in San Francisco. Under NRHP Criterion B, archival research yielded information indicating an association with a significant historic individual and an entity – Paul Kleiber and the Kleiber Motor Truck Company. Under NRHP Criterion C, the building’s early-20th century industrial style does not sufficiently embody the distinctive characteristics of the style, type, or period. Archival research provided no indication that the

building has the potential to yield exceptionally important information (NRHP Criterion D). Since the building appears significant under Criteria A and B, its physical integrity was assessed. Due to alterations, the building does not retain sufficient integrity of design, materials, workmanship, feeling, or association. It does retain integrity of location and setting, but this is not enough integrity to meet the NRHP's high threshold.

In summary, although the building is old enough and appears to possess sufficient historic significance, it does not retain enough integrity to be eligible to the NRHP. However, it is Carey & Co.'s professional opinion that the property possesses sufficient contextual significance and integrity as an early-20th century industrial style building to be eligible for listing as a contributor to a potential SOMA historic district, based upon its association with industrial development and its architectural design (Criterion A and C). For district contributors, the NRHP integrity threshold is lower, so the alterations that compromised this building's individual eligibility are not as crucial when considering contributor status.

1375 Howard Street. This property is currently not listed on the NRHP. In Carey & Co.'s professional opinion it does not appear to be individually NRHP eligible, but it does appear eligible for listing as a contributor to a potential SOMA historic district.

To be potentially eligible for *individual* listing on the NRHP, a building must usually be over 50 years old, must have historic significance, and must retain its physical integrity. Since this building was constructed 82 years ago, it meets the age requirement. However, it does not appear to possess sufficient historic significance for individual listing. In Carey & Co.'s opinion, archival research yielded no information indicating an association with significant historic events, individuals or entities (NRHP Criteria A and B). Under NRHP Criterion C, the building's early-20th century industrial style does not sufficiently embody the distinctive characteristics of the style, type, or period to be individually eligible. Finally, archival research provided no indication that the building has the potential to yield exceptionally important information (NRHP Criterion D). However, it is Carey & Co.'s professional opinion that the property possesses sufficient contextual significance and integrity as an early-20th century industrial style building to be eligible for listing as a *contributor* to a potential SOMA historic district, based upon its association with industrial development and its architectural design (NRHP Criteria A and C).

1401 Howard Street. The church at 1401 Howard Street is currently listed on the NRHP as part of the St. Joseph's Church and Complex. Carey & Co. concurs with this listing.

FINDING OF EFFECT

CRITERION OF EFFECT

"An undertaking has an effect on a historic property when the undertaking may alter characteristics of the property that may qualify the property for inclusion in the National Register. For the purpose of determining effect, alteration to features of a property's location, setting, or use may be relevant depending on the property's significant characteristics and should be considered." [36 CFR Section 800.9(a)]

CRITERIA OF ADVERSE EFFECT

"An undertaking is considered to have an adverse effect when the effect on a historic property may diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Adverse effects on historic properties include, but are not limited to:

1. Physical destruction, damage, or alteration of all or part of the property;
2. Isolation of the property from or alteration of the character of the property's setting when that character contributes to the property's qualification for the National Register;
3. Introduction of visual, audible, or atmospheric elements that are out of character with the property or alter its setting;
4. Neglect of a property resulting in its deterioration or destruction; and transfer, lease, or sale of the property." [36 CFR Section 800.9(b)]

APPLYING THE CRITERIA OF EFFECT

Potential Effects on the Resources on and Adjacent to the Project Site

The proposed project site has three structures, which have been identified as potentially having historic significance: 64 Dore Street, 1350 Folsom Street and 275-10th Street. All three properties are being proposed for demolition. Three potentially contributing properties are located immediately to the west and north of the project site.

Potential Effect. Since the proposed project would result in the physical destruction of three potentially eligible properties, the undertaking would have adverse effects to these historic resources. Construction activities associated with the proposed undertaking would potentially have an adverse effect on the three contributing properties. Such activities include operating construction equipment in a manner that could damage the historic resources, adverse effects from vibrations, and inappropriate storage of materials against the structures.

Potential Effects on the Potential District

The proposed project would physically destroy three potentially historic resources in a potential historic district. This Section 106 evaluation report, as well as the “Folsom/Dore Apartments, Historic Properties Report” prepared by Page & Turnbull, Inc., the “8th and Howard Streets Affordable Housing, Section 106 Review” also by Page & Turnbull, and the “Determination of Eligibility Evaluation, Eighth and Natoma Streets” by Architectural Resources Group have identified a potential historic district in this part of the South of Market area. A total of 58 properties were identified as contributing.

Potential Effect. The proposed project would result in the physical destruction of three potentially eligible contributing properties to a potential historic district. The removal of three properties from the potential historic district would not have an adverse effect on its eligibility since the majority of potentially contributing properties would remain.

Potential Effects on Other Historic Resources

A portion of the proposed project is less than one block away from St. Joseph’s Church, a property listed in the National Register of Historic Places.

Potential Effect. Only a portion of the proposed undertaking would front on 10th Street. Due to its distance from St. Joseph’s Church and location across 10th Street, the proposed project would not have an adverse effect on the historic resource.

MITIGATION OF ADVERSE EFFECTS

The demolition of three potential historic resources would be partially mitigated by the following measures:

1. The project sponsor would document the three properties through sketch plans, photographs and a written architectural data form as set forth in Recording Historic Structures—see Documentation Level III.⁴⁷
2. The project construction manager or contractor would include a provision, in an agreement with the project sponsor, to establish a training program for construction workers emphasizing the importance of protecting historic resources. Included would be directions on being careful when working around and operating equipment near the historic resources, taking means to reduce vibrations from demolition and excavation, watching, being aware of and reporting any potential problems that could affect the other historic resources in the

⁴⁷ John Burns, Ed., “Recording Historic Structures” (Washington, DC: The American Institute of Architects Press, 1989) 236.

Carey & Co. Inc.
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275 10th Street Supportive Housing Project
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area. The contract provisions would be reviewed and approved by the City of San Francisco's Landmarks Preservation Advisory Board.

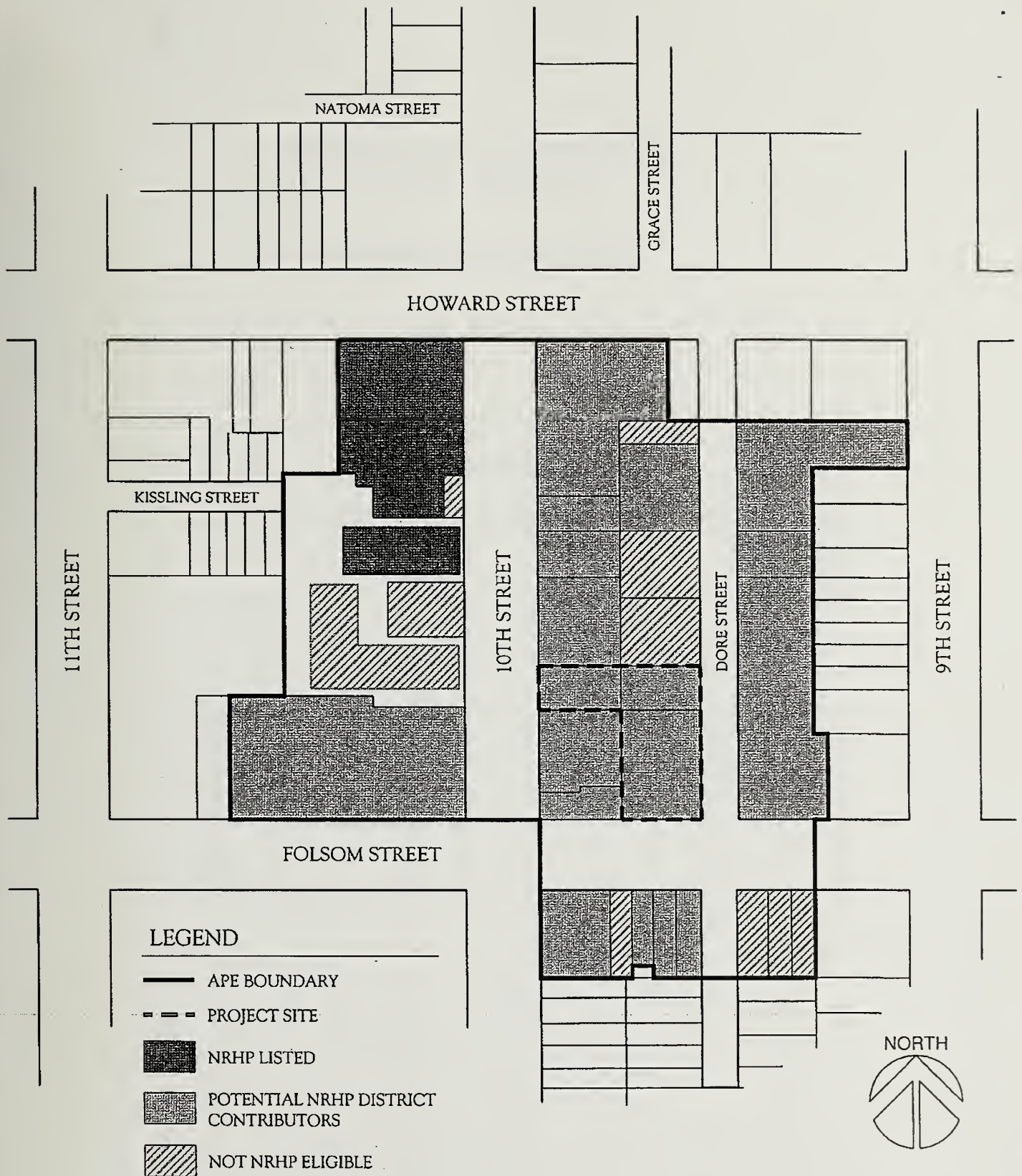
275 10th Street Supportive Housing Project
San Francisco, California

DRAFT SECTION 106 REVIEW

April 26, 2005

Appendix A

Map of the APE



275 10TH STREET - SUPPORTIVE HOUSING PROJECT SECTION 106 REVIEW

SAN FRANCISCO, CALIFORNIA

APE MAP

APRIL 26, 2005



CAREY & CO. INC.
ARCHITECTURE

275 10th Street Supportive Housing Project
San Francisco, California

DRAFT SECTION 106 REVIEW

April 26, 2005

Appendix B

Table of Survey Results for Properties within the APE

275 10th Street Supportive Housing Project

Section 106 Review

Table of Survey Results for Properties within the APE

APN	Address	Street	Name	Property Type	Date	Project Site or Project Vicinity	Current National Register Status	Carey & Co. Status Code	Comments
3518002	220	9th		commercial/industrial	c.1930	Project Vicinity	n/a	Concur with previous (see comments)	'4D2' status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3517036	240	10th Street		automobile garage	1961	Project Vicinity	n/a	6Z	
3518020/350038	241	10th Street	Herz Local Edition	commercial	1921	Project Vicinity	n/a	3D/7N1	Parcel # 3518038 is a parking lot associated with 241 10th Street
3517038	250	10th Street	St. Joseph's Family Center	educational	1961	Project Vicinity	n/a	6Z	
3518018	255-265	10th Street	AA Auto Repair/Pacific Motors	commercial	1932	Project Vicinity	n/a	3D/7N1	
3517037	260	10th Street	St. Joseph's Hall	religious	1906	Project Vicinity	15: Individually Listed	15	One of two buildings on parcel 3517037
3517037	260	10th Street	Children's Village Child Development Center	educational	1959	Project Vicinity	n/a	6Z	One of two buildings on parcel 3517037
3518017	275	10th Street		warehouse	1931	Project Site	n/a	3D/7N1	
3518016	291	10th Street	E.W. Bennett & Co. Bldg.	industrial	c.1910	Project Vicinity	n/a	Concur with previous (see comments)	'4D2' status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518024	18	Dore		industrial/warehouse	1921	Project Vicinity	n/a	Concur with previous (see comments)	'6Z' status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).

275 10th Street Supportive Housing Project
Section 106 Review
Table of Survey Results for Properties within the APE

APN	Address	Street	Name	Property Type	Date	Project Site or Project Vicinity	Current National Register Status	Carey & Co. Status Code	Comments
3518024A	24	Dore		commercial/industrial	1923	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "14 Dore". "4D2" status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518040	44	Dore		industrial/warehouse	1985	Project Vicinity	n/a	Concur with previous (see comments)	"62" status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518033	45	Dore		commercial/industrial	1923	Project Vicinity	n/a	Concur with previous (see comments)	"4D2" status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518042	52	Dore		industrial/warehouse	1986	Project Vicinity	n/a	Concur with previous (see comments)	"62" status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518029	64	Dore	Cassette Building	industrial/warehouse	1922	Project Site	n/a	Concur with previous (see comments)	"4D2" status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519065	1329	Folsom		commercial/residential	c.1920	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "1311 Folsom". "62" status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519063	1335	Folsom		commercial/industrial	1922	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "1335-39 Folsom". It occupies both parcel 3519064 and parcel 3519063. "62" status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519064	1335	Folsom		commercial/industrial	1922	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "1335-39 Folsom". It occupies both parcel 3519064 and parcel 3519063. "62" status code (Found ineligible for National Register) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518045	N/A	Northeast corner of Dore and Folsom	Globe Wholesale Grocery Warehouse	industrial/warehouse	1922	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "1346 Folsom". "4D2" status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519053	1347	Folsom		residential/commercial	1907	Project Vicinity	n/a	Concur with previous (see comments)	"4D2" status code (May become eligible for National Register as contributor with more research on District) assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).

275 10th Street Supportive Housing Project
Section 106 Review
Table of Survey Results for Properties within the APE

APN	Address	Street	Name	Property Type	Date	Project Site or Project Vicinity	Current National Register Status	Carey & Co. Status Code	Comments
3518014	1350	Folsom	n/a	Industrial/warehouse	1922	Project Site	n/a	Concur with previous (see comments)	"4D2" status code ("May become eligible for National Register as contributor with more research on District") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519052	1353	Folsom		residential	1911	Project Vicinity	n/a	Concur with previous (see comments)	"4D2" status code ("May become eligible for National Register as contributor with more research on District") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519068	1359	Folsom		commercial/industrial	1925	Project Vicinity	n/a	Concur with previous (see comments)	"4D2" status code ("May become eligible for National Register as contributor with more research on District") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519050	1365	Folsom		residential	1907	Project Vicinity	n/a	Concur with previous (see comments)	"6Z" status code ("Found ineligible for National Register") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3519046	1379	Folsom		commercial/industrial	1921	Project Vicinity	n/a	Concur with previous (see comments)	"4D2" status code ("May become eligible for National Register as contributor with more research on District") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3518015	1398	Folsom		commercial/industrial	1927	Project Vicinity	n/a	Concur with previous (see comments)	DPR forms for this property use address "999 Tenth Street" "4D2" status code ("May become eligible for National Register as contributor with more research on District") assigned by Page & Turnbull, Inc. in a previous survey (Folsom/Dore Apartments Historic Properties Report, 2002).
3517013	1400	Folsom	Crocker's Lockers	commercial	1924	Project Vicinity	n/a	3D/7N1	
3518044	1375	Howard	Kelly Paper Store	commercial	1923	Project Vicinity	n/a	3D/7N1	
3517035	1401	Howard	St. Joseph's Church	religious	1913	Project Vicinity	1S: Individually Listed	1S	

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S.F. Businesses Collection, San Francisco Public Library History Room.

San Francisco Architectural Heritage, phone call with staff, 19 April 2005.

**CALIFORNIA
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25 July 2005

NWIC File No.: 04-1152

Alice Estill Miller
AEM Consulting
55 St. James Drive
Santa Rosa, CA 95403-1419

Re: Record search results for the proposed 275 10th Street, San Francisco Housing Project.

Dear Ms. Alice Estill Miller:

Per your request received by our office on June 17, 2005, a records search was conducted for the above referenced project by reviewing pertinent Northwest Information Center (NWIC) data maps, historic-period maps, and literature for San Francisco County on file at this office. Review of this information indicates that the proposed project area contains no recorded Native American or historic-period archaeological resources. This office has no record for an archaeological study of the project area (note—we do not have a copy of the study by Carey & Company that you referred to in your letter). The OHP Historic Properties Directory lists no historic properties within the proposed project area, there are, however, listed properties within a two-block radius:

- 1) St. Joseph's Church at 1401 Howard Street with a National Register Status of 1S = listed on the National Register of Historic Places.
- 2) Jackson Brewing Company Complex at 1475-1489 Folsom Street and 319-351 11th Street all with a National Register Status of 1D = listed on the National Register of Historic Places as a Contributor to a district or multiple resource property.
- 3) The Jackson Brewing Company District at 1475-1489 Folsom Street and 319-351 11th Street all with a National Register Status of 1D = listed on the National Register of Historic Places as a Contributor to a district or multiple resource property.

At the time of Euroamerican contact, the Native Americans that lived in the area spoke *Ramaytush*, one of the eight Costanoan/Ohlone languages (Levy 1978: 485). There are no Native American resources in or adjacent to the proposed project area referenced in the ethnographic literature.

Based on an evaluation of the environmental setting and features associated with known sites, Native American cultural resources in this part of San Francisco County have been found along the old former bayshore or on the leeward side of hills in close proximity to the bayshore, usually near fresh water. The 275 10th Street Housing Project is situated on flatlands adjacent to two former inlets of the bayshore and ¼-mile north of the old Mission Creek drainage system (U.S. Coast Survey 1853). Given the similarity of these environmental factors, there is a high likelihood that unrecorded Native American cultural resources exist in the proposed 275 10th Street Housing project area.

Review of historical literature and maps indicated two buildings within the project area (Punnett Brothers 1908). Therefore, there is a high possibility of identifying associated historic-period archaeological resources.

RECOMMENDATIONS:

1) There is a high possibility of identifying Native American sites and a high possibility of identifying historic-period archaeological resources in the project area. We recommend a qualified archaeologist conduct further archival and field study to identify cultural resources. Field study may include, but is not limited to, pedestrian survey, auguring, monitoring construction activities as well as other common methods used to identify the presence of archaeological resources.

2) Our review for possible historic structures has included only those sources listed in the attached bibliography and should not be considered comprehensive. The Office of Historic Preservation has determined that buildings, structures, and objects 45 years or older may be of historical value. The area of potential effect contains St. Joseph's Church, Jackson Brewing Company Complex, and Jackson Brewing Company District, all listed properties. Therefore, it is recommended that the agency responsible for section 106 compliance consult with the Office of Historic Preservation regarding potential impacts to these properties.]

Project Review and Compliance Unit
Office of Historic Preservation
P.O. Box 942896
Sacramento, CA 94296-0001
(916) 653-6624

3) If cultural resources are encountered during the project, avoid altering the materials and their context until a cultural resource consultant has evaluated the situation. Project personnel should not collect cultural resources. Prehistoric resources include chert or obsidian flakes, projectile points, mortars, and pestles; and dark friable soil containing shell and bone dietary debris, heat-affected rock, or human burials. Historic resources include stone or adobe foundations or walls; structures and remains with square nails; and refuse deposits or bottle dumps, often located in old wells or privies.

4) It is recommended that any identified cultural resources be recorded on DPR 523 (A-J) historic resource recordation forms.

Thank you for using our services. Please contact this office if you have any questions, (707) 664-0880.

Sincerely,

A handwritten signature in black ink, appearing to read "Jillian E. Guldenbrein". The signature is fluid and cursive, with a long horizontal stroke at the end.

Jillian E. Guldenbrein
Researcher

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In addition to archaeological maps and site records on file at the Northwest Information Center of the Historical Resources Information System, the following literature was reviewed:

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**Note that the Office of Historic Preservation's *Historic Properties Directory* Includes National Register, State Registered Landmarks, and Historic Points of Interest.

FOLSOM/DORE APARTMENTS

HISTORIC PROPERTIES REPORT

San Francisco, California

Page & Turnbull, Inc.
September 19, 2002

FOLSOM/DORE APARTMENTS

Historic Properties Report

Introduction

In May 2002, Citizens Housing Corporation contracted with Page & Turnbull, Inc. to establish an Area of Potential Effects (APE) and to prepare a Historic Properties Report for the Folsom/Dore Apartments project in San Francisco's South of Market Area. It was determined that the proposed undertaking could result in changes to the character of potentially historic properties, including the subject property at 1346 Folsom, as well as the surrounding properties. This study was undertaken in order to comply with 36 CFR 800 et seq. Protection of Historical and Cultural Properties; Section 106 and 110 (a) (2) of the National Historic Preservation Act as amended (16 USC 470h-2); and its implementing regulations 36 CR Parts 60 and 63; Executive Order 11593 (Protection and Enhancement of the Cultural Environment); and Section 110 (b) (4) of the National Environmental Policy Act of 1969 as amended. All work has been undertaken in compliance with the *Secretary of the Interior's Standards for Preservation Planning, Identification and Evaluation* and *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*.

Methodology

Page & Turnbull, Inc. Historian Christopher VerPlanck and Intern Jessica Schmidt made a site visit to the APE on June 4, 2002. Visible elevations of all existing structures within the APE were photographed and surveyed to determine their character-defining features. Sally B. and John M. Woodbridge's guidebook: *San Francisco Architecture* and Charles Hall Page & Associates' *Splendid Survivors* were used to assist in identifying and defining building types, construction methods, architectural features and stylistic categories. For more general information on the history of the South of Market Area, repositories consulted included California Historical Society, the San Francisco History Room at the Main Library and San Francisco Architectural Heritage.

Construction dates for buildings within the APE were obtained from a variety of sources, especially building permits on file at the San Francisco Building Department's Permit and Plan Archives. Building permits are useful not only for determining a building's date of construction but they also

often reveal the names of a building's original owner, contractor and/or architect. Subsequent alteration permits indicate when alterations were made to a particular building. However, permits are often not available for buildings constructed immediately after the 1906 Earthquake and Fire when keeping accurate records became next to impossible. In these cases where permits are not available, Sanborn Fire Insurance maps (1899, 1913, 1948 and 1991) proved to be crucial for isolating construction dates to within five years. For determining ownership history, several repositories were consulted including deeds of transfer at the San Francisco Assessor's Office, *San Francisco Block Books* as well as *Edwards' Abstracts*, a comprehensive record of legal transactions, property transfers and building starts. Finally, *San Francisco City Directories* from 1907 to 1975 were spot checked every ten years to discover the names and occupations of tenants of residential buildings and commercial properties.

Area of Potential Effects

Page & Turnbull, Inc. determined the boundaries of the Area of Potential Effects (APE) in accordance with advice and guidelines obtained from Natalie Lindquist of the California State Office of Historic Preservation. CFR 800.16 (d) describes general guidelines for making this determination:

Area of potential effects means the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historic properties, if any such properties exist. The area of potential effects is influenced by the scale and nature of an undertaking and may be different for different kinds of effects caused by the undertaking.

In the case of the Folsom/Dore Apartments APE, we drew the boundaries to encompass all properties that either abutted the site or whose primary entrances were within view of it. In effect this strategy netted all properties within 150' of the project site. Figure 1 shows the location of the APE within San Francisco's South of Market Area. The APE encompasses representative examples of most of the building types typically found within the South of Market Area. The South of Market Area of San Francisco is very large, encompassing dozens of blocks of similar building types.

Resources Evaluated

The APE extends roughly half a block in every direction from the project location at 1346 Folsom and includes properties on Assessor's Block 3518, as well as portions of Blocks 3729, 3756 and 3519 (Figure 2). The two properties at the northern edge of Block 3518 were excluded due to the fact that neither had any visual relationship with the project site. There are forty-three individual lots within the APE. Properties surveyed include the 200 blocks of Ninth and Tenth Streets, the 0-99 and 100

blocks of Dore Street as well as the 1300 and part of the 1200 block of Folsom Street. All but three of the resources in the APE are buildings at least forty-five years old. Of these three properties, two are 1980s-era warehouses and one is a parking lot. Of the remaining properties in the APE over the age of forty-five years of age, forty are buildings. Seven of the forty buildings are residential; four are mixed-use, with commercial on the ground floor and residential on the upper floors; and thirty are industrial, warehouse or commercial. Department of Parks and Recreation Forms 523A (Primary Record) and 523B (Building, Structure and Object Record) were prepared for all forty-three resources, including vacant lots and buildings clearly less than fifty years old. A table with pertinent information on each property will be attached as an appendix to this report.

National Register Criteria

All properties, including the subject property, were evaluated using *National Register* criteria. The *National Register of Historic Places* is the nation's most important and comprehensive inventory of known historic resources. The *National Register*, as it will be referred to henceforth, is administered by the National Park Service and includes buildings, structures, sites, objects and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state or local level. Typically, resources over 50 years of age are eligible for listing in the *National Register* if they meet any of the criteria. However, resources under 50 years of age can be determined eligible if it can be demonstrated that they are of "exceptional importance" or are contributors to a potential historic district. These criteria are defined in depth in *National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation*. There are four basic criteria under which a structure, site, building, district or object can be considered eligible for listing in the *National Register*. These are:

Criterion A (Event): Buildings that are associated with events that have made a significant contribution to the broad patterns of our history;

Criterion B (Person): Buildings that are associated with the lives of persons significant in our past;

Criterion C (Design/Construction): Buildings that embody the distinctive characteristics of a type, period or method of construction, or that represent the work of a master; and

Criterion D (Information Potential): Buildings that have yielded, or may be likely to yield, information important in prehistory or history.

A resource can be considered significant to American history, architecture, archaeology, engineering and culture. Once a resource has been identified as being potentially eligible for listing in the *National*

Register, its historic integrity must be evaluated. The *National Register* recognizes seven aspects or qualities that, in various combinations, define integrity. These aspects are: location, design, setting, materials, workmanship, feeling and association. In order to be determined eligible for listing, these aspects must closely relate to the resource's significance and must be intact. Resources that meet the above criteria are protected under Section 106 of the National Historic Preservation Act, when an undertaking utilizing federal moneys is proposed. The *National Register* affords no protection where private funding is used to alter or change those resources.

History

San Francisco's South of Market Area or, SOMA, is a sprawling neighborhood that is difficult to define. It has been likened to San Francisco's back stairs; its basement; its service porch. If downtown San Francisco is Manhattan, South of Market is its Brooklyn or Bronx – traditionally industrial, blue collar and until recently, decaying. One of the most diverse neighborhoods in the city, South of Market contains a variety of building types, businesses and people.

When Americans first arrived in large numbers in Yerba Buena during the late 1840s, their main settlement developed around the old Spanish/Mexican settlement at Portsmouth Square. What is now South of Market was a sprawling expanse of sand dunes, scrub oak, swamps and streams. In



Figure 3. 1856 daguerreotype of South of Market Area taken from intersection of Second and Folsom Streets (Courtesy SF Public Library)

1847, surveyor Jasper O'Farrell willed the South of Market into existence and helped to define its future character by laying out the blocks south of Market Street to be four times larger than blocks north of San Francisco's most important boulevard. The large and mostly level 100-vara blocks (vara is derived from an archaic Spanish unit of measurement), combined with the district's proximity to the Waterfront and Downtown, made it the

ideal place to locate heavy industry.

In the fifty years that preceded the 1906 earthquake, the South of Market evolved into a mixed-use neighborhood, composed of brick factories, machine shops and warehouses on the major arterial boulevards, with dense rows of wood-frame lodging houses and workers' cottages on the back streets (Figure 3). Despite the survival of two upper-class enclaves within the district (Rincon Hill and South Park) until the 1870s, the South of Market rapidly gained a reputation as being the most polluted, the roughest and most radical working-class section of the city, with a population composed mostly of immigrant laborers from Ireland, Germany, France and elsewhere.

By the early 1870s, Second Street had been cut through Rincon Hill and the earth used to fill Mission Bay. This event propelled the final exodus of the area's remaining wealthy families away from the noise and smoke of the South of Market toward the healthier climate of Nob Hill and Pacific Heights. First Street evolved into the heart of the early South of Market district, becoming home to large boarding houses for seamen and industrial workers, Irish saloons, German groceries, and various industries, including a large gas works, Selby Lead Works, and a plethora of workshops and foundries. The character of nineteenth-century South of Market is summed up in the writings of Jack London, who was born on Third Street, a few blocks from Rincon Hill. He writes: "South of the Slot (a popular reference to the wrong side of the horse car tracks on Market Street) consisted of factories, slums, laundries, machine shops, boiler works and the abodes of the working class."

Industry developed in several well-defined clusters, with most of the warehouses and shipping operations located near the Waterfront in an area known popularly as the South End. This area extended westward to Third Street. The warehouses were an extremely important component of San



Figure 4: 1906 Photograph of Dore Street between Folsom and Howard (Courtesy SF Public Library)

at the Waterfront. A photograph taken of Dore Street immediately after the 1906 Earthquake (hours

Francisco's economy, processing ninety percent of all merchandise imported into the Pacific states and eighty-three percent of all exports as late as 1880. As the century came to a close, industrial development crept ever westward and southward toward the still-suburban Mission District. The residential area of the South of Market moved westward too, in order to make way for larger factories and warehouses

before these dwellings were swept away in the ensuing firestorm) depicts a typical South of Market street scene (Figure 4). The 1870s witnessed the construction of many inexpensive lodging houses west of Third Street, especially on Mission and Howard, especially between Fourth and Ninth Streets, an area just north of the APE. By 1890, the South of Market contained one-quarter of the boarding houses and one-half of the lodging houses in the city. By 1900, the South of Market was the second-most densely populated area of San Francisco, second only to Chinatown, containing one-fifth of the City's total population.

The 1906 earthquake and fire had a dramatic effect upon the South of Market district. Actual earthquake damage was more severe in the South of Market than elsewhere in the City as a result of the unstable fill and creeks underlying the neighborhood. What the earthquake spared was quickly devoured by voracious fires, fed by the flammable rows of wood-frame residential buildings. The ensuing firestorm completely destroyed virtually every building in the South of Market, sparing only the Old Mint on Mission Street and the Main Post Office/Court of Appeals Building at Seventh and Mission Streets. The hulks of some commercial and industrial structures survived but with few exceptions the South of Market had to be completely reconstructed after 1906 (Figure 5). The wreckage and debris were quickly cleared and dumped into the Bay and reconstruction began.



Figure 5: 1906 photograph of post earthquake and fire devastation in South of Market (courtesy SF Public Library)

Unlike much of San Francisco, which was mostly rebuilt along the lines of what preceded it, the Earthquake and Fire changed land-use patterns and social characteristics in the South of Market to a great extent. Before 1906, housing and industry had been inextricably intertwined in the neighborhood, as it had been since the 1850s. After the disaster, concerns with the safety and commercial

efficiency of such an arrangement caused owners of land in the area to reconstruct the district primarily as an industrial area. Smaller residential lots were merged and streets that had been largely residential were reconstructed with masonry "fireproof" machine shops, factories and warehouses. Residential development was not completely banished. In the era before widespread automobile ownership laborers had to live within close proximity to their workplaces. In the South of Market Area residential development, which consisted mostly of lodging houses and some multi-family flats,

were located on back streets and alleys like Dore Street. Many of the working-class families who had dominated the district before 1906 were squeezed out, with many taking up residence in the Mission and Potrero Districts. Between 1900 and 1910, the population of the South of Market declined by almost two-thirds, plummeting from 62,000 to 24,000. There are several good examples of wood-frame flats built immediately after the Earthquake and Fire in the APE, including: 123-29B Dore, 136-38 Dore and 139-45 Dore.

Many of the residents who remained in the South of Market (particularly in the residential hotels along Mission and Howard Streets) were single males. Many were seamen who took up residence in San Francisco while in port or itinerant agricultural laborers who migrated to the City during the winter when there were no crops to be harvested in the Central Valley. The neighborhood commerce of the South of Market evolved to suit the needs of the new transient population composed almost exclusively of single men. Lunch counters, pawn shops, bars, second-hand furniture and clothing stores, boxing arenas, employment agencies and church missions began to spring up on the major streets. Not all housing was substandard or unattractive. Some newer housing of better quality, matching examples constructed north of Market, was constructed in anticipation of the arrival of workers and visitors taking part in the construction of and attendance at the Panama Pacific International Exposition of 1915. Surviving examples of these higher quality apartment buildings within the APE include 272-74 Ninth Street.

Throughout the 1910s and 1920s, many of the remaining residential enclaves made way for industry. Rincon Hill was leveled in the 1920s to create fifteen additional blocks of industrial land. The post-quake reconstruction of the South of Market was completed within a relatively short time: fifteen to twenty years in two major building booms: 1906-1911 and 1920-1925. This factor, combined with the fact that many of the buildings were designed by a relatively limited number of architects, resulted in a remarkably uniform building stock. Although there are contemporary churches, schools and government buildings, the majority of the buildings took the form of two-to-five story, reinforced-concrete loft structures with multi-lite steel industrial windows and minimal applied ornament. Most of the architects who worked in the area between 1907 and the 1925 adhered to a stripped-down Classical Revival aesthetic, popular during the era. The APE encompasses nineteen buildings of this type. Most were built between 1907 and 1925. Some of the more notable examples include: 272-74 Ninth Street and 282-98 Ninth Street.

Like the rest of the City, as well as the nation at large, the South of Market saw little development during the 1930s, 1940s and 1950s. Nevertheless, many residential and commercial buildings were

remodeled during these three decades. During the 1930s these remodeling campaigns consisted of replacing outmoded Classical Revival facades with fashionable new Streamline Moderne style exteriors, such as 271-75 Ninth Street. Later, during the 1940s and 1950s, remodeling usually entailed removing a building's original Classical Revival facade and giving it a smooth stucco finish and a very utilitarian appearance, like 1313-15 Folsom, constructed by architect Theo Ruegg.

During the 1930s, the dire economic situation made the South of Market the scene of several of the most dramatic labor conflicts in the City's history. The 1934 General Strike, led by the International Longshoremen's Association, came to a head with pitched battles between workers and police along the Embarcadero and at an infamous conflict later called "The Battle of Rincon Hill." In the 1930s relief missions seeking to aid the unemployed and hungry were concentrated in the South of Market, especially at the intersections of Third and Fourth, at Howard and Folsom Streets. The Canon Kip Association, a men's welfare organization that helped unemployed men to find work and housing, was located within the boundaries of the APE. The building, once located at 705-21 Natoma, is no longer extant.

Unemployment virtually disappeared during the Second World War as booming wartime shipyards



Figure 6. Demolition of building at southwest corner of Third and Mission

provided thousands of jobs to locals and out-of-state migrants. The 1940s witnessed an influx of white Dustbowl refugees from Oklahoma, Texas and Arkansas to the South of Market, as well as a parallel migration of African-Americans from agricultural regions of Texas and the Mississippi Delta. By the end of the War, African-Americans comprised ten percent of the district's population. In the 1950s additional influxes of Filipino and Latino immigrants further changed the composition of the neighborhood's population. Only a handful of buildings were constructed in the 1940s in the APE, including 1295 Folsom and 1313-15 Folsom. Both of these buildings were located on the same intersection of Folsom and

Ninth Streets and were both used for commercial and industrial purposes.

By 1953, economic stagnation, poverty and increasing crime led the City to declare a large portion of the South of Market an urban renewal zone. The centerpiece of these "slum clearance" efforts

involved the demolition of several entire blocks in an area bounded by Third, Mission, Fourth and Folsom Streets for the Yerba Buena Gardens project. Later projects included the Moscone Center, several large parking garages and office towers. Although the area was experiencing significant levels of decay the costs associated with redevelopment were high. It has been estimated that 4,000 people and 700 businesses were displaced. During the 1950s and 1960s there were no new buildings constructed within the Folsom/Dore APE, although historic photographs suggest that several of the warehouses and industrial buildings were remodeled during this time.

The South of Market Area has experienced greater changes during the 1990s as the Information Age oversaw the partial conversion of the South of Market from an aging post-industrial zone of low rents and traditional industries into the capital of the high technology industry. Changes associated with the influx of internet companies include the conversion of former industrial and warehousing spaces into office space and housing. More significant is the rapid construction of "live-work" loft buildings on vacant lots or on the sites of demolished structures. Unlike much of the South of Market Area, the APE contains no live-work projects.

History of the Area of Potential Effects

The APE is situated in the southwest part of the South of Market Area, only a block from the point where Mission, Howard, Folsom, Harrison, Streets break their southwest trajectory and head due south into the Mission District. Despite its location on the southwest fringe of the neighborhood, the social and architectural history of the APE is fully representative of the South of Market as a whole. Architecturally the APE contains a variety of building types characteristic of the South of Market and Northeast Mission districts, with its mixture of reinforced-concrete light industrial buildings and brick apartment buildings on the main thoroughfares and smaller wood-frame flats on the alleys. Typical character-defining features for industrial buildings in the APE include: concrete construction, steel industrial sash, a regular grid of openings, overhead corrugated metal doors and sparse Classical Revival ornamental details typically rendered in sheetmetal or stucco. Character-defining features for residential structures in the APE include: wood-frame construction, rustic channel siding, double-hung sash, flat roofs, box-cornices and sparse Classical Revival ornament rendered in wood or stucco. Typically the residential structures have undergone more changes than the industrial buildings in the APE. In many cases wood siding has been replaced with stucco, ornament stripped and wood sash replaced with aluminum casements or sliders. Unlike much of the South of Market, much of which has experienced the construction of much new "live-work" housing in the past five years, the

APE is relatively untouched. The bulk of the buildings are still used for light industrial purposes, although there are also some that have been converted to office or entertainment uses.

In terms of its history, the APE does not depart markedly from the rest of the larger South of Market Area. Sanborn maps predating the 1906 Earthquake and Fire indicate that the APE was more residential in character than it is today and less industrial than the eastern part of the South of Market Area. This was probably due to the fact that its location was rather distant from the warehouses of the South End Waterfront as well as the Beltline Railroad. Sanborn maps and building permit records also indicate that the APE was rebuilt rather slowly in the first decade-and-a-half that followed the disaster. In the first decade that followed the disaster, the vast majority of new buildings were basically built immediately after the embers cooled between 1906-07. The majority of these structures were residential flats built to replace homes destroyed by earthquake and fire. Of the fifteen extant buildings constructed between 1906 and 1920, over half were wood-frame flats including: 1347-49, 1353-57 and 1365-69 Folsom and 123-29, 136-38, 139-45, 142 and 144-46 Dore. The footprints of the new buildings largely duplicated what had existed before.

However not all of the residences that existed before the disaster were rebuilt. Post-1906 residential construction was largely confined to less valuable lots on the alleys such as Dore Street or the less-valuable mid-block lots on Folsom Street. Most of the more valuable corner lots, as well as the majority of the lots along Ninth and Folsom Streets were not reconstructed. Land changed hands in



Figure 7. Intersection of Folsom and Ninth Streets, 1927, looking north

rapid succession in some cases, as smaller lots were merged into larger lots. However, the demand for industrial construction had not yet become feasible. There were exceptions within the APE, including several small, one-story machine shops built at 1331 Folsom and 248, 252, and 264 Ninth Street. One major brick industrial building, the E.W. Bennett & Co. Building at 291 Tenth Street was built during this period after the earthquake. Building permit records also indicate

that many temporary wood-frame buildings were erected in the decade following the 1906 Earthquake. Built cheaply of wood or sheet metal, these structures housed a variety of functions, ranging from stables to saloons.

The reconstruction of the APE did not really take off until after the First World War when general nationwide prosperity and increasing land prices for industrial land made the southwest fringes of the South of Market and the North Mission neighborhoods more attractive for industrial uses. Beginning in 1920 a major building boom hit San Francisco. Half of the buildings that still stand within the APE were built between 1920 and 1929. The overwhelming majority of buildings constructed during the 1920s were reinforced-concrete buildings designed for light industrial and warehouse uses. Most were built during the first half of the decade and include: 18-20, 34, 45, 64-72, 130, and 135 Dore Street; 1276-82, 1285, 1286, 1335-39, 1346, 1350, 1359 and 1379-81 Folsom Street; 218-20, 228-30, 234-40, 244, 258 and 271-75 Ninth Street; and 299 Tenth Street. Within the APE, the only exception to this industrial land use during the 1920s was the construction of Graham Apartments, a large brick apartment building located on the northwest corner of Folsom and Ninth Streets. The 1920s building boom resulted in the transformation of the APE into a predominantly industrial neighborhood characterized by concrete warehouses and machine shops lining the major streets and wood-frame flats clustered on the alleys. City Directories indicate that many of the residents of the flats rented. Although some worked in local industries, others commuted to jobs on the waterfront or to jobs elsewhere in the City.



Figure 8. Intersection of Folsom and Ninth Streets, 1926, looking south

The 1920s building boom largely resulted in the APE being completely built out, although several large lots around the intersection of Ninth and Folsom Streets remained vacant or underutilized. Neither the Depression nor the Second World War benefited the building industry. Of the forty-two buildings within the APE only three were built during the 1930s or 1940s. These three buildings (1275, 1295 and 1301-15 Folsom) were all light-

industrial structures designed in the Streamline Moderne style and built of reinforced concrete.

Following the Second World War, the APE and the rest of the South of Market Area had become a densely developed neighborhood with few vacant lots not used for either storage, loading or parking. New construction was very rare during the second half of the twentieth century as there was little available land and the buildings constructed in the 1920s still continued to be used for the same purposes. Within the APE very few substantial alterations or new construction took place after 1950, although a handful of buildings were extensively remodeled, perhaps none so radically as 1335-39 Folsom Street. During the mid-1980s several new industrial buildings were erected on Dore Street, including 42-44 and 52 Dore.

Determination of Eligibility

According to the Northwest Information Center at Sonoma State University, none of the buildings within the Folsom/Dore APE have been formally listed or determined eligible for listing in either the *California Register of Historical Resources* or the *National Register of Historic Places*. Furthermore, none of the buildings in the APE were determined eligible for individual listing in the course of preparing this report. The APE does contain historic buildings that retain a high degree of architectural integrity. Several Section 106 reports prepared during the past several years, including the Eighth and Natoma (Architectural Resources Group: January 28, 2000) and the Eighth and Howard (Page & Turnbull: October 24, 2000) have identified the existence of an as yet-to-be defined historic district within the South of Market Area. The Folsom/Dore APE shares much in common with the aforementioned APEs that were determined to constitute a potential *National Register* historic district. Similar to Eighth and Natoma and Eighth and Howard, the Folsom/Dore APE contains good examples of Post-quake industrial and residential construction, most of which display a reasonably high degree of integrity.

The scope of this project does not allow for the delineation of precise boundaries for this district but for the purposes of this undertaking in regard to Section 106, the APE ought to be considered a part of the potentially eligible *National Register* district. Of the forty-three properties, one was excluded from consideration due to the fact that it is a vacant lot (268-70 Ninth Street). Two other properties were automatically determined ineligible because they were considerably less than forty-five years old (42-44 and 52 Dore Street). Another five properties were determined to have been altered to such a degree or maintained little or no architectural significance that they would not be contributors to a potential *National Register* historic district (18-20, 123-29B, 135, 136-38, 139-45, 142 and 144-46 Dore; 1276-82, 1331, 1335-39 and 1365-69 Folsom and 228-30 Ninth Street). The rest of the properties within the APE appear to be eligible for listing as contributors to a potential *National Register* district.

They include: 34, 45, 64-72 and 130 Dore; 1275, 1285, 1286, 1295, 1313-15, 1346, 1347-49, 1350, 1353-57, 1359, and 1379-81 Folsom; 218-20, 234-40, 244, 248, 252, 258, 264, 271-75, 272-74, 277-97 and 282-98 Ninth Street; as well as 291 and 299 Tenth Street.

While none of the buildings are individually eligible for listing in the *National Register*, many of the industrial properties within the APE are of contextual importance. Most properties within the APE also share a common historical context post-quake reconstruction that took place in two separate booms (1906-1907 and 1920-1925). An especially significant cluster of architecturally coherent historic industrial buildings exists along the 200 block of Ninth Street, between Folsom and Howard Streets, and a smaller cluster of well-preserved and historic flats exists on the south side of Folsom, between Dore and Tenth Streets. Individual properties of particular architectural significance that display a high level of integrity include 1275, 1295, 1353-57 and 1379 Folsom; 218-22, 258, 271-75 and 282-98 Ninth Street and 291 and 299 Tenth Street.

Table 1. Key to APE Properties for Folsom/Dore Apartments, San Francisco, CA

APE Map #	Address Number	Street	Assessor Block/ Lot Number	Historic or Common Name	Architect (Bldg Height)	Year Built	Survey Comment	NRHP Status Code
1.	18-20	Dore	3518/024	18-20 Dore	A. W. Burgren (1 story)	1921	Non-contributor	6Z
2.	34	Dore	3518/024A	34 Dore	Unknown (1 story)	1923	Contributor	4D2
3.	42-44	Dore	3518/037	42-44 Dore	Schaff/Jacobs/Vinson (2 stories)	1985	Non-contributor	6Z
4.	45	Dore	3518/033	45 Dore	James H. Hjul (1 story)	1923	Contributor	4D2
5.	52	Dore	3518/036	52 Dore	Fitschen Sarbucetti (2 stories)	1986	Non-contributor	6Z
6.	64-72	Dore	3518/029	Cassaretto Building	J. H. Porporato (2 stories)	1922	Contributor	4D2
7.	123-29B	Dore	3519/062	123-29B Dore	Little T. Christiansen (3 stories)	1906	Non-contributor	6Z
8.	130	Dore	3519/054	130 Dore	Unknown (2 stories)	Ca. 1920	Contributor	4D2
9.	135	Dore	3519/061	135 Dore	Unknown (2 stories)	Ca. 1920	Non-contributor	6Z
10.	136-38	Dore	3519/056	136-38 Dore	J. Pisegler (2 stories)	1906	Non-contributor	6Z
11.	139-45	Dore	3519/060	139-45 Dore	Jonathan Murray (3 stories)	1907	Non-contributor	6Z
12.	142	Dore	3519/057	142 Dore	Unknown (2 stories)	1907, 1937	Non-contributor	6Z
13.	144-46	Dore	3519/058	144-46 Dore	Unknown (2 stories)	1907	Non-contributor	6Z
14.	1275	Folsom	3756/036	1275 Folsom	O'Brien Bros. (2 stories)	1936	Contributor	4D2
15.	1276-82	Folsom	3729/020	1276-82 Folsom	Foy Johnson (2 stories)	1925	Non-contributor	6Z
16.	1285	Folsom	3576/030	1285 Folsom	Charles Schwartz (one story)	1923	Contributor	4D2

17.	1286	Folsom	3729/022	1286 Folsom	Burchke & Brown (2 stories)	1923	Contributor	4D2
18.	1295	Folsom	3756/033	1295 Folsom	Hyman Rosenthal (two stories)	1940	Contributor	4D2
19.	1313-15	Folsom	3519/001	1313-15 Folsom	Theo Ruegg (three stories)	1941	Contributor	4D2
20.	1331	Folsom	3519/065	1331 Folsom	Terril Bros. (two stories)	1907	Non-contributor	6Z
21.	1335-39	Folsom	3519/063 & 064	1335-39 Folsom	Martin Sheldon (two stories)	1922	Non-contributor	6Z
22.	1346	Folsom	3518/013	Globe Wholesale Grocery Warehouse	Martin Sheldon (one story and mezzanine)	1922	Contributor	4D2
23.	1347-49	Folsom	3519/053	1347-49 Folsom	J. V. Campbell (three stories)	1907	Contributor	4D2
24.	1350	Folsom	3518/014	1350 Folsom	Unknown (two stories)	1922	Contributor	4D2
25.	1353-57	Folsom	3519/052	1353-57 Folsom	Gustav Spitz (three stories)	1907	Contributor	4D2
26.	1359	Folsom	3519/051	1359 Folsom	R. W. Jenkins (one story)	1925	Contributor	4D2
27.	1365	Folsom	3519/050	1365-69 Folsom	Connor & Hughes (three stories)	1907	Non-contributor	6Z
28.	1379-81	Folsom	3519/046	1379-81 Folsom	Samuel Schell (two stories)	1921	Contributor	4D2
29.	218-20	Ninth	3518/002	218-20 Ninth Street	Unknown (two stories)	Ca. 1930	Contributor	4D2
30.	228-30	Ninth	3518/003	228-30 Ninth Street	Unknown (two stories)	1924	Non-contributor	6Z
31.	234-40	Ninth	3518/004	234-40 Ninth Street	James H. Hjul (three stories)	1925	Contributor	4D2
32.	244	Ninth	3518/005	244 Ninth Street	Smith O'Brien (one-story and mezzanine)	1924	Contributor	4D2
33.	248	Ninth	3518/006	248 Ninth Street	Unknown (one story)	1907	Contributor	4D2

34.	252	Ninth	3518/007	Buckley & Curtin Bldg.	Unknown (one story)	1907	Contributor	4D2
35.	258	Ninth	3518/008	B & G Foods	Unknown (one story and mezzanine)	1927	Contributor	4D2
36.	264	Ninth	3518/009	Miles Radiator Service	Unknown (two stories)	1907	Contributor	4D2
37.	268-70	Ninth	3518/010	268-70 Ninth Street	None (parking lot)	None	Non-contributor	6Z
38.	271-75	Ninth	3529/024	Standard Distribution Co.	Unknown (three stories)	Ca. 1925	Contributor	4D2
39.	272-74	Ninth	3518/011	Laughton Apartments	Edward G. Garden (three stories)	1912	Contributor	4D2
40.	277-97	Ninth	3729/023	277-97 Ninth Street	Charles Paff & Co. (two stories)	1906	Contributor	4D2
41.	282-98	Ninth	3518/012	Graham Apartments	William Wakeman (three stories)	1926	Contributor	4D2
42.	291	Tenth	3518/016	E. W. Bennet & Co. Bldg.	Kidd & Anderson (three stories)	1906, 1910	Contributor	4D2
43.	299	Tenth	3518/015	299 Tenth Street	Unknown (one story)	1927	Contributor	4D2

CHAPTER IX

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Attn: Michael Jacinto, EIR Coordinator
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ENVIRONMENTAL IMPACT REPORT

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TO: San Francisco Planning Department, Major Environmental Analysis

Check one box: ☐ Please send me a copy of the Final EIR on CD.
 ☐ Please send me a paper copy of the Final EIR.

Signed: _____

Print Your Name and Address in the Box Below:

